Women's Participation in Urban Governance: A Case Study of Gajipur

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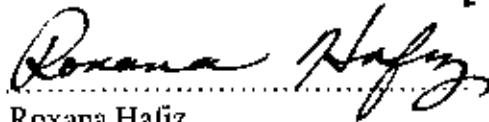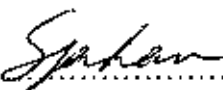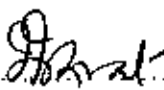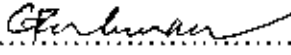
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CANDIDATE'S DECLARATION

I hereby declared that this thesis has been prepared in Partial fulfillment of the requirements for the Degree of Master of Urban and Regional Planning (MURP) at the Department of Urban and Regional Planning (URP), Bangladesh University of Engineering and Technology (BUET), Dhaka and has not been submitted elsewhere for the award of any degree or diploma.

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ABSTRACT

Bangladesh has the highest presence of woman in all Government levels as the constitution allows. This study tries to show the difference between women's presence and "Participation" in the government level practically. Women in Bangladesh, who are working in various organizations, other than Government organizations, are more active and also have the power of taking decisions if needed. Concerned organizations are strengthening these women to fulfill their target. On the other hand, women who are being elected as the word commissioners in urban areas and taking over the responsibilities are doing their jobs in a honourary basis. They don't have enough awareness about their functions and responsibilities; even they are never given any target towards their work. Local women are also very much uninformed about the benefit of having women representatives in the decision – making level for their better quality of life.

This paper examines some comparative picture of women's participation in decision-making level of Tongi Paurashava of Gazipur District. It has been shown that how and why women participation in the decision-making level, politically and socially, is much needed for the enhancement of local women's quality of life and development of physical and socio-economic condition of the urban area as well. Some opinion of local women has also been framed in this study about their representatives, who should really provide some positive effect in improving the condition of the urban area locally.

Collected information can help to solve the problems of women's involvement in decision-making level in the urban governance of Gazipur. It is also expected that the findings of the research will be helpful in framing appropriate policies for increasing women involvement in urban governance of the study area, as well as in the decision-making level for the urban development of total Bangladesh.

It is expected that the information and data collected in this study will also provide avenues for further study and research in this field.

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CHAPTER 1

INTRODUCTION

1.1 INTRODUCTION

Recent concern with governance in urban areas lessens from a more general attention being paid to "good governance" as a development issue. One approach sees governance as essentially preoccupied with issues of financial accountability and administrative efficiency. The alternative approach is more interested in broader political concerns related to democracy, human rights and participation (Robinson, 1995).

At the city level, there has been a remarkably strong tendency to see urban governance completely in terms of urban management - the operation and maintenance of infrastructure and services. This managerial perspective conceals both the wider contexts within which urban governance is managed and the essentially politicized nature of governance.

Social equity and political legitimacy thus complement administrative efficiency as central concerns of governance. In this conception, good governance becomes a function of not merely efficient management but also of the quality of civic engagement in the processes and structures of governance. Human rights and levels of participation become critical issues in governing cities well, focusing attention on those who are currently marginalized and denied access to the social, economic and political resources of the city.

Women, just like men, are not a homogenous group. There are elderly women, working women and women with the majority of responsibilities in the domestic sphere. There are also women who are trying to balance many of these roles at the same time. They are not the only group to be excluded from urban governance, from the development of urban policies and from the planning of our cities.

As Namibia's Minister of Women's Affairs, Netumbo Nandi-Ndaiah, remarked at the UNDP Conference on Governance for Sustainable Growth and Equity in 1998, "It is women who are managing day-to-day life in the family— making sure there is enough food for breakfast, for lunch, for dinner. Now if a woman is able to do this in

her own family, why is she not able to ensure that the national cake is shared equally for the benefit of everybody? Because these are the skills that we would like to see in a good Minister of Finance." To acquire such skill, a woman has to be educated, communicative and able to gather information and importantly, women should have the capability to raise their voice for their rights.

One central theme is that the continued absence of women's voices in governance is largely due to inequitable representation and participation in institutional structures, from governments and political parties to NGOs and the private sector. However, it also recognizes that boosting women's political participation needs to go beyond raw numbers to include the complex relationship between power, poverty and participation.

1.1.1 Urban Governance: Why Gender Matters

Urban governance must be gender-sensitive if it is to be equitable, sustainable and effective. Participation and civic engagement are critical determinants of good governance, a concept, which addresses issues of social equity and political legitimacy and not merely the efficient management of infrastructure and services. The different ways in which women and men participate in and benefit from urban governance are significantly shaped by prevailing constructions of gender, whose norms, expectations and institutional expressions constrain women's access to the social and economic, and thus political, resources of the city. Most societies put down roles and responsibilities to women and men differentially but fail to value, or even account for, the crucial contributions women's labor makes to household and community maintenance. Ironically, such social reproduction allows little time (or, in some cases, permission) for women to participate in civic life in ways, which help them to determine their own lives.

1.1.2 Need for Women's Participation in Decision – Making Level

There has been insufficient recognition of how women and men use and contribute to the city in different ways; how this is influenced by their different responsibilities in the home and in society and how this in turn affects their ability to engage in public life. Too little has been done to plan and manage cities with women. A fresh

perspective is needed, which recognizes women as integral players in urban governance and which facilitates their participation in urban partnerships.

1.2 BACKGROUND AND THE STATE OF THE STUDY

Governance is an interactive process between decision-making institutions to provide services and resources, to the people in an administratively and spatially defined area. Legal, social, economic, political and cultural needs of people must be taken into account in order to provide effective governance (Shefali, 2000).

Governance is not gender-neutral. The traditional cultures of our country have always promoted male leadership in the family, household and community, and across communities. Unless women are involved in the decision and policy-making processes of the state, change in women's status countrywide will continue to be marginal (Fernandez, 1996). Although the Constitution of Bangladesh has recognized women's participatory rights, they are not significantly appearing in the urban governance. Women's involvement in city management as well as in the decision making process is insufficient. The situation of urban women is not very satisfactory in Bangladesh, although they have a lot of opportunities to uplift their economic condition. They are often deprived of social justice and opportunities to work. As a result the women have to face greater impact of unemployment, underemployment and casual nature of work, lack of skills and education, lack of access to capital, lesser mobility, lack of housing, and they become a vulnerable group.

Women are discriminated against in both public and private life. Since traditionally women's economic activity has been largely home based rather than market based, women's labour mobility will be assessed in terms of movement from the household to the non-household economy. Official statistics indicate that women participate in the labour market at significantly lower rates than men, but that the female labour force participation rate has been growing at a faster pace than the male labour force participation rate. Between 1984-85 and 1990-91 33% of the incremental increase in total employment was due to increase in women's employment. Increased access of

female population to the labour market out side the home and earning an independent income tend to have a clear impact on enhancing their social standing in the household and the society. To help realizing the fact that women from local level will eventually expose themselves in the employment market fully and also lead in the decision making process as leaders, more and more women's participation in urban governance required.

Since the early part of this decade, and particularly at the Fourth World Conference on women, Beijing, China and UN World Habitat II, women's role in local, provincial and national processes has been debated and defined. Unless women are involved in the decision and policy-making processes of the state, change in women's status worldwide will continue to be marginal. Rising poverty, political unrest and inadequate government institutions and services are facing a threat to stability in urban centers. The development organizations are searching for alternative solutions by introducing new policies, revising practices, reforming structures. All marginalized groups, including women are under this scrutiny.

These marginalized groups in the city, especially the women, rarely have the opportunity to voice their needs in any participation processes, without legislative support. On the other hand, usually women do not feel comfortable in expressing their problems regarding social, physical and mental abuses to the male representatives. In the cities, it is not very uncommon for female to come out of their houses to do some basic works of their daily lives. But in small urban areas most of the women do not feel secured to go out of their houses for doing day to day work. There are also some social values and constraints for women of small urban areas to have access to the market, grocery stores, educational institutions, workplaces and public transports as well.

The picture of urban areas near Dhaka city is little different. In the Tongi Municipality (Pourashava) of Gazipur District, lots of housewives go out shopping, doing groceries and many other things as their daily requirements. On the other hand, a number of female populations also go to school, colleges and workplaces They

face many problems due to inefficient public transport, lack of social security, absence of toilet in public places and many other problems as a consequence of unplanned growth of the Tongi area. The women of Tongi area never raise their voices demanding solution of the problems they face daily. As the society is very conservative, women are not usually allowed to go out to work, especially from the middle class families who have some primary and secondary education. Most of the lower middle class income group women and lower class income group women go out of their houses in search of extra income. The problem they face is not the issue to be addressed. They think, their male partners, who are the head of the family may take interest to solve the social problems, for them their main concern is to feed their children and maintain a good family life. In this situation, the women can rarely take decisions for their families individually. It makes almost impossible for these female populations to take responsibility to solve the problems of the society, especially the women who come from a lower, lower middle class and middle class family background. It is thus apparent from the above statement why women's participation is low throughout the country.

The commissioners come from very influential and rich family with some how related to political background. They cannot get into the real problems of the local women in their respective areas. The low rate of women participation in the urban planning and management of the area cannot recognize the demand and difficulties of women population, while taking any decision related to urban development of Tongi, as well as Gazipur. In view of that, this study is being undertaken to investigate the involvement of women in decision-making at the urban level of Tongi. Gazipur Sadar Thana is a large area (466.38 sq. km.) and consists of two municipalities and other urban area. It will not be possible to survey the entire urban area of Gazipur Sadar Thana, due to limitation of time and fund. So, for convenience, the area covered by *Tongi Pourashava (Municipality)* is selected to carry out the research.

1.3 OBJECTIVES

➤ To investigate the level of participation of women in urban governance of Gazipur.

➤ To identify the problems and prospects, the women are facing in decision-making both in Government and Non - Government organizations, while doing their work efficiently.

➤ To identify the role and functions of women decision - makers for improving the quality of local women's life in the study area.

➤ To identify the source and amount of resources with which women decision makers are using for improving urban women's status for the study area.

➤ To formulate a policy guideline for increasing women's participation in Local Governance.

1.4 METHODOLOGY

In order to carry out the research work a methodology has been outlined. To fulfill the objectives and get the expected result following steps have been taken:

1.4.1 Selection of Tongi Pourashava in Gazipur as the Study Area

Dhaka is the capital city of Bangladesh. Dhaka Statistical Metropolitan Area (SMA) includes Dhaka City Corporation (DCC), entire Keraniganj and Savar thanas (excluding Amin Bazar union, which is included in DCC), of Dhaka Zila, Gazipur Thana of Gazipur Zila and Narayanganj and Bandar thanas of Narayanganj Zila (BBS, 1993). It contains the largest number of urban population. Due to this reason Dhaka is expanding very fast towards the North. The northern expansion and urbanization of Dhaka is affecting the socio-economic and physical characteristic of Gazipur Sadar Thana (sub-division of Gazipur Zila, which is an urban area) Gazipur is only 20 Km. away from Dhaka and at present the urban area of Gazipur is growing haphazardly. There is a need to manage the area properly. There are many urban

issues, which needs to be taken care of. Especially, care should be taken to deal with the problems that are faced by women living in this area.

Gazipur was originally a sub - division of the district of Dhaka. It was upgraded to a Zila (sub-division of administrative division) on 1 March 1984 (BBS, 1993). There are two municipalities within Gazipur Zila, one is Tongi and the other is Gazipur. Tongi Municipality has the major effect of capital Dhaka, because of the distance and a relatively good communication system. *Please see the Maps at the end of this Chapter.* The total numbers of population in Tongi municipality is 4,00000 of which, 240000 are male, and 160000 are female, according to latest census (Tongi, 2001) It has been seen that there are not sufficient numbers of women representative in the local government level of the urban area, but on the other hand there are a lot of NGOs headed by women. So, the present study will be conducted to investigate the rate of women's participation in decision-making level with the goal of achieving increasing representation of women at all sectors of urban management.

1.4.2. Data Collection

Secondary Source:

Due to the nature of the topic, related publications, journals, newspapers, related statistics, and reports, etc. from secondary sources have been used to clarify related concepts that are very helpful for the study. To get specific information about the study and particularly to have a broad idea about women's participation in the governance of this study area, data has been collected from primary source. The methods employed are as follows:

Primary Source:

(a) Reconnaissance survey: To explore the present status of women's participation in different level of urban governance in the study area, a reconnaissance survey has been carried out prior the questionnaire survey.

(b) Questionnaire survey: Questions (*Please see Annex II for the detailed Questionnaires*) have been asked to

→   The women who are in the decision making level and

→   The local women

Self employment, education, ownership of property are some of the variables that can make people more informed about the development requirements for improving quality of life and strengthen their skill to make decisions at home and outside their home.

Some qualitative indicators have been selected to promote a quick generalized assessment of the performance of municipal administrative systems, specially the performance of women Commissioners of the Tongi Municipality. The information obtained from the outcome of the following indicators is important for exploring the present situation of women's participation in urban governance and the status of local women of the study area. This information will also help enhancing women's participation in national development.

The Indicators are:

For the Women decision – makers

- Status of the women in workplace and family
- Socio-economic conditions of the women in decision making level
- Social acceptance of the women, working in the decision making level
- Accountability, transparency and participation level of women in decision making level.

For the local urban women

- Socio –economic condition of local women
- Accessibility of women to educational facilities.
- Employment opportunities for local women
- Health facilities for local women
- Women's safety outside their houses.
- Physical condition of their area
- Local women's opinion about those women who are in decision making level

Selecting the Sample Size:

In Tongi Pourashava there are *four (4) women commissioners* in the local Government level. They all are asked some preset questions based on the indicators. It has been found from the reconnaissance survey that there are no NGOs, CBOs or Trade unions that are administered by women in the study area. Some NGOs are working in the area to improve poor people's quality of life but the head offices or the main branch of those organizations are located out of the Study area. To this end, the local Government authority, which is a Pourashava, is chosen as a part of urban governance. The involvement or participation of women commissioners in the development process of Tongi Pourashava and their initiatives or functions for improving the existing situation of the local woman are the main focus of this study.

According to the latest census of 2001, there are 2,40,000 male and 1,60,000 female population in Tongi Pourashava (Tongi Pourashava). Among them only 300 female are taken as a sample to investigate the impact on their lives after the recruitment of women commissioners. The population sample constituted of women above 18 years and from low to medium income range, so that they can state their problems and answer the questionnaire. It was difficult to get access of those houses that the high-income group because of security reasons.

(c) Interview:

To get information regarding the constraints and facilities of women's participation in the decision making level, some expert opinion has also been collected from different officials of Pourashava and also from some different NGO's. Some of the male ward commissioners and local male populations of the Pourashava are also been interviewed, and their opinion have been very helpful to make some recommendations and guidelines in this aspect.

1.4.3 Data Analysis

Data has been processed and analysed with the help of mostly available statistical software (SPSS-10), as SPSS 10 is very easy to use and very effective for data analysis. In this programme, the coding system is much easier than that of the older

version of SPSS programme. Computations are being made of descriptive statistics including averages and proportion. Frequency analysis, including single and multi - response tables and contingency table (cross - tabulation) analysis is being done to identify relationships among variables.

1.5 ORGANIZATION OF THE STUDY

The organizational setup of the study is as follows

Chapter 1 contains a statement of the problem and states aims and objectives of the study. A summary of methodology is given in this chapter, along with a view of the rationality and limitation of the study.

Chapter 2 discusses the concepts and theories of Governance and focuses on Urban Governance in Bangladesh. The historical development of governance and its constitutional and legal basis is recorded in this chapter.

Chapter 3 deals on the status of women's and their participation in Urban Governance. The history and the trend of women's participation in decision – making level are mentioned here briefly. The status in South Asia is also the part of discussion. The overall status of the Bangladeshi women in decision making level is also discussed here in this chapter.

Chapter 4 reflects on the general condition of the study area and the socio-economic condition of female population of the study area in particular. The situation of the female child of the study area is recorded and analyzed in this chapter.

Chapter 5 illustrates the status of women commissioners of the study area and how they function within the existing framework.

Chapter 6 focuses on women's participation in the Pourashava and their problems and constraints female commissioners are facing.

Chapter 7 finalizes the study with Summary Findings and Recommendations on the basis of fact-findings.

1.6 LIMITATIONS OF THE STUDY

A wide body of literature exists on governance in the form of research articles in journals and in the internet. However, there is very little information related to the women in urban governance in Bangladesh. Hence, the need for such a study is felt undoubtedly to empower women population of the country.

A major problem regarding this study was that a majority of the respondents were found to be illiterate and were unable to clearly pinpoint the problems they faced in their lives or clearly state the form of help they could obtain from female commissioners in their area. The study was based on a questionnaire survey, which was very long, so that the respondents were very impatient to give all the answer very clearly. On the other hand, a long questionnaire has been framed for administering and interviewing and such type of questionnaire is a matter of patience both for interviewer and respondent.

Another problem is that the poor in Tongi area are not interested with such interviews, because they have given several interviews to the officials of GOs and NGOs, researchers and so on. If the poor do not have any interest in respect of economic or social or socio-political aspects, they do not want to give the time for such kind of research.

For getting a representative result, only one Pourashava is not enough to investigate. But for time and budget constraint it was not possible to get more that one pourashava as the study area of this particular research work.

Location of Gazipur in Bangladesh

Gazipur

DHAKA

30   0   30   60   90 Kilometers
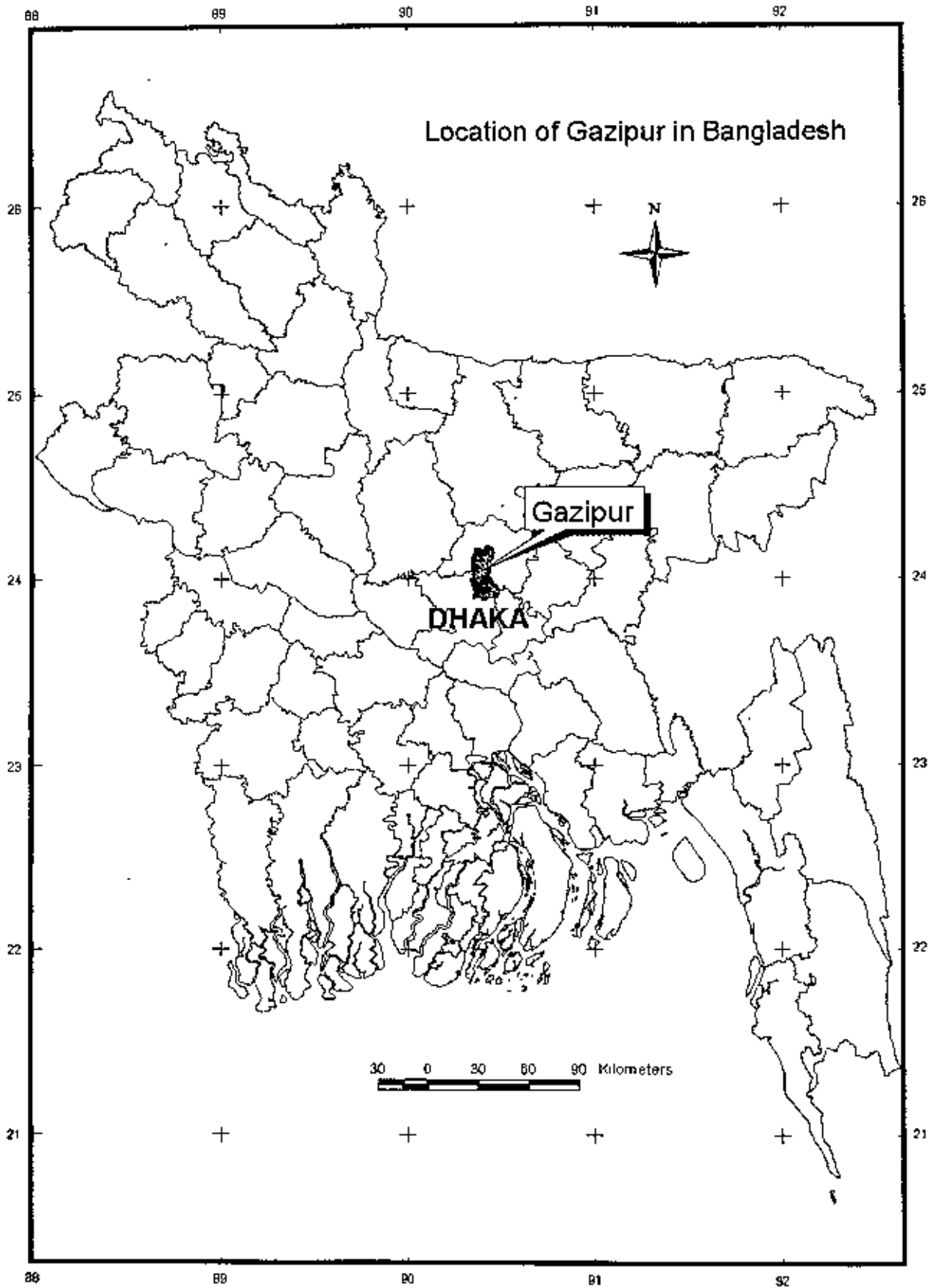
Map A.1: Location of Gazipur in Bangladesh
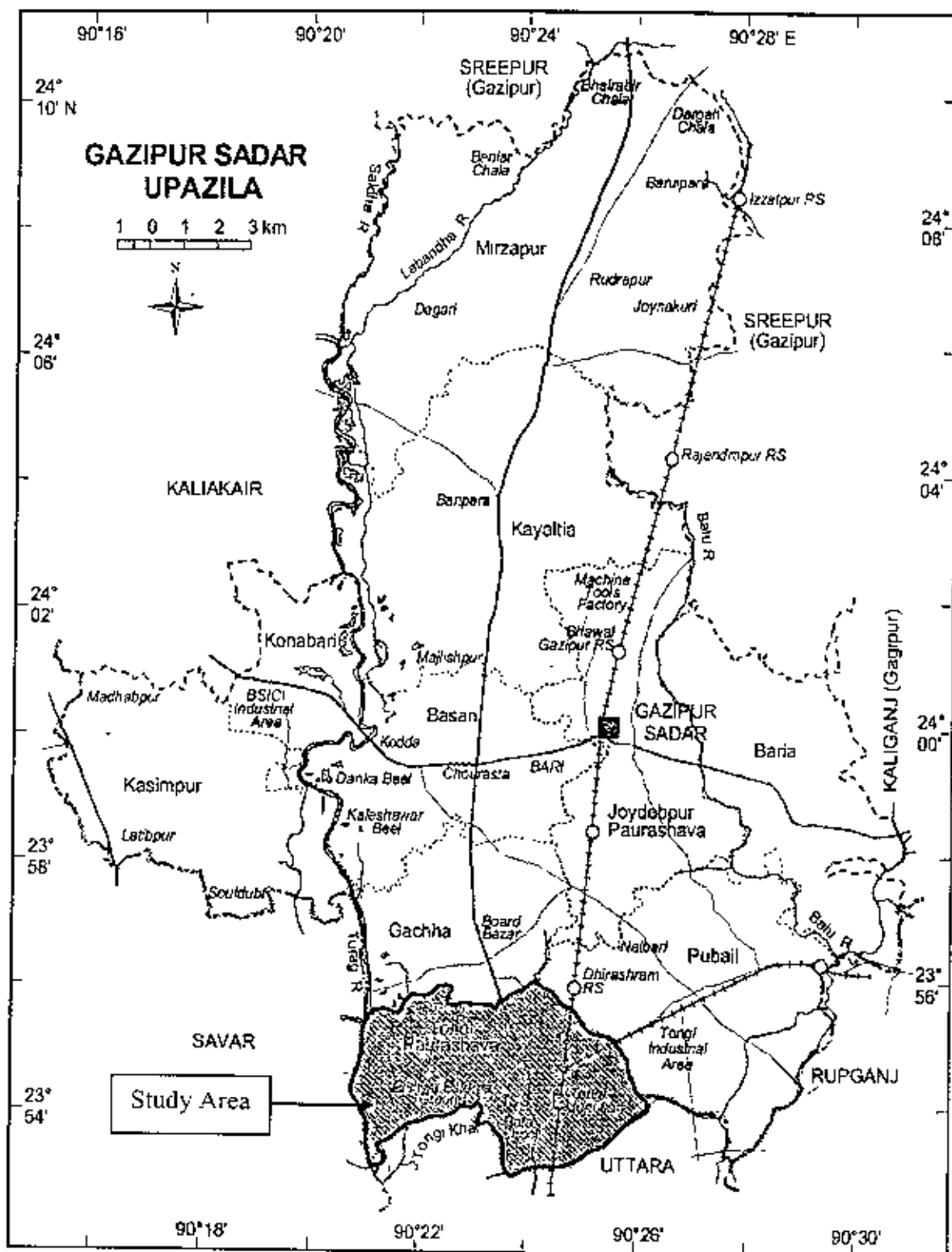
Map A.2: Tongi Pourashabha as the Study Area in Gajipur
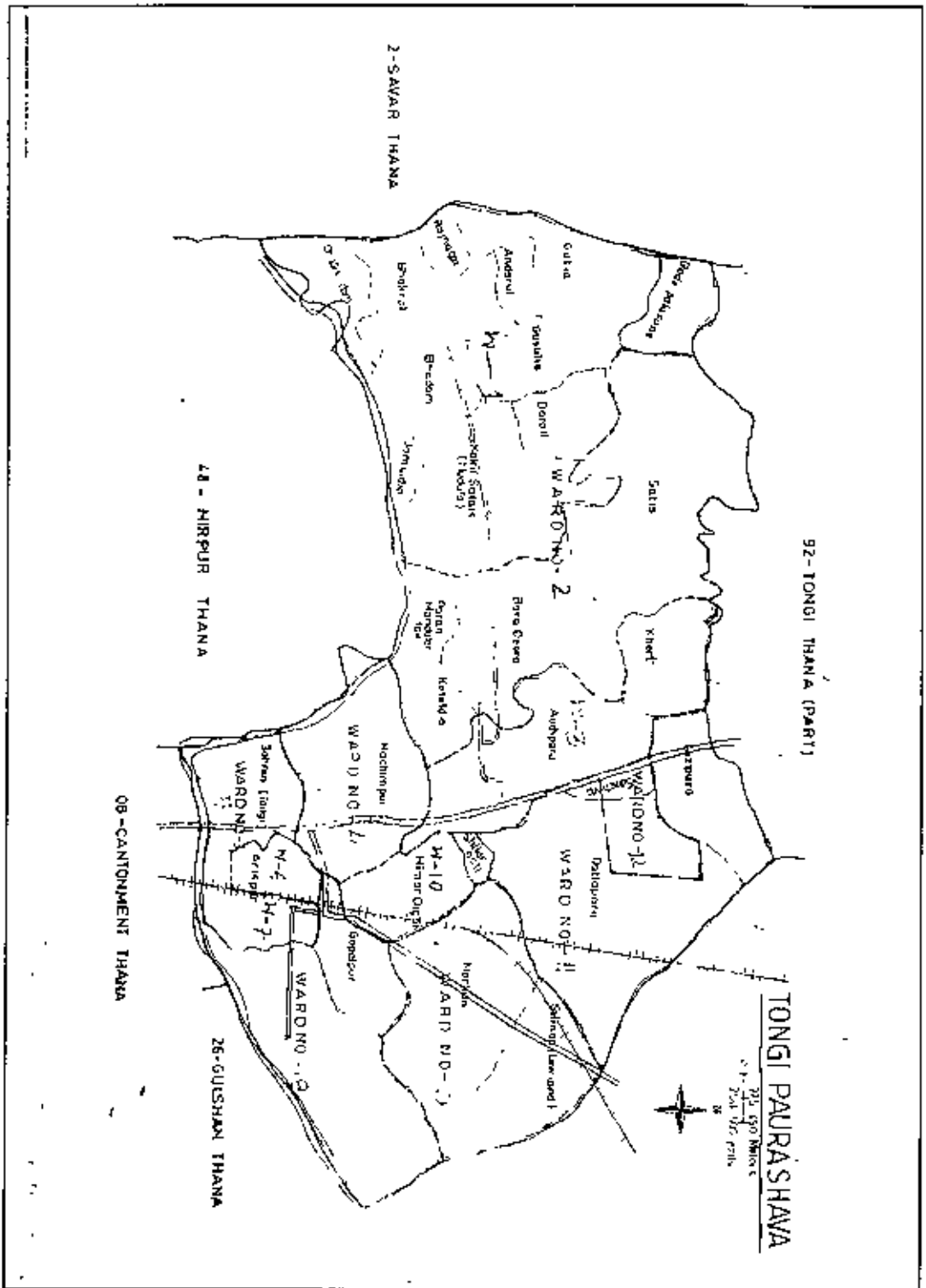
Map A.3: Tongi Pourashava with 12 Wards

CHAPTER 2

GOOD GOVERNANCE,

URBAN GOVERNANCE &

CITIZENSHIP PARTICIPATION

(A THEORETICAL PERSPECTIVE)

2.1 GOOD GOVERNANCE

The concept of "governance" is not new. It is as old as human civilization. The simple meaning of "governance" is: the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance.

Good governance is among other things *participatory, transparent and accountable*. It has eight major characteristics. It assures to *minimize corruption*, and the *views of minorities are taken into account* and that the *voices of the most helpless in society are heard in decision-making*. It is also approachable to the present and future needs of society
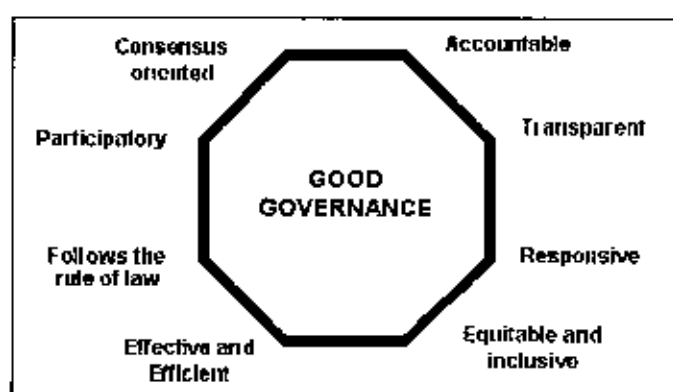
Figure 2.1 Characteristics of Good Governance (UN-ESCAP, undated)

Good governance occurs when societal norms and practices empower and encourage people to take increasingly greater control over their own development in a manner that does not impinge upon the accepted rights of others (UNDP, undated). It includes the state but transcends it by taking in the private sector and civil society All three are critical for sustaining human development.

- The state creates a favorable political and legal environment.
- The private sector generates jobs and incomes.
- The civil society facilitates political and social interaction—mobilizing groups to participate in economic, social and political activities.

Different environments will naturally call for different programmes and different combinations of programme elements. The challenge is to take a strategic system wide approach to governance that meets national priorities.

In the design and implementation of national governance programmes there is a need to emphasize participation and consensus building. Nations need to recognize that in building strategic national capacities, they need to focus on programmes that are sustainable and centered on people, particularly the disadvantaged.

2.2 URBAN GOVERNANCE

Urban Governance has assumed increasing importance, as the capacity of a nation to pursue its economic goals is contingent upon its ability to govern the cities. This is largely due to the significant contribution that urban centers make in the national income. In fact, it is often said that 'cities are the engines of growth of the national economy'.

Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government. Figure 1 provides the interconnections between actors involved in urban governance.
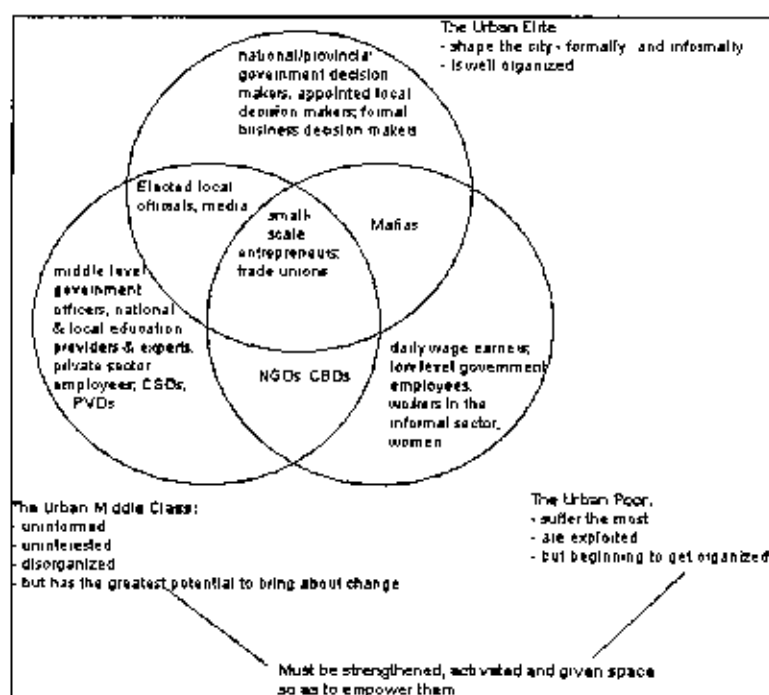
Figure 2.2: Urban Actors (UN-ESCAP, undated)

In the above figure from all the stakeholders of the urban governance, the urban elite group have the greater say, the urban middle class group are not interested to get involve in the decision making level and the urban poor are not heard by the decision making bodies. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process.

The UNCHS (1996) 'Global Report on Human Settlements' identified *three critical factors* that have led to a focus on urban Governance. These were:

- The elaboration and implementation of decentralization policies including the emergence and acceptance of the concept of subsidiary'
- The introduction of or return to democratic principle of Government in many countries, both at the national and local level;
- The increased importance that citizen and community pressure, as well as urban social movements, combined with concerns for economic development and environmental degradation, have helped place on local control and involvement in decision – making.

Good Urban Governance could be promoted by *five basic strategies*:

- Encouraging consultation, debate and dialogue among various stakeholders who jointly decides, prioritizes and campaigns;
- Advocacy, using such tools as report cards and indicators;
- Capacity building, particularly through sharing experiences and exchanging information;
- Networking, particularly through the use of information and communication technologies and linking with initiatives at the local, national and global levels; and
- Dissemination of information, particularly by using information and communication technology (ICT) and the media for better outreach and publicity.

2.3. INDICATORS OF URBAN GOVERNANCE

2.3.1 Aims and Tools of Good Urban Governance

To understand good urban governance there are some aims. To achieve these aims some tools are being analyzed as follows:

Table – 2.3.1 Aims and Tools of Good Urban Governance (BSHF, 2000)

AIM	TOOLS
Greater Local Participation and Involvement	▪ Promotion of city identity and a sense of citizenship for all, ▪ Public meetings, participatory planning and budgeting, ▪ City referenda and public petitioning, ▪ Better democratic structures and culture, ▪ Involvement of marginalized groups in the city systems,
Efficient Urban Management	▪ Taking account of all interests in promoting. ▪ Efficiency and better services, ▪ Labor relations, ▪ Efficient investment in infrastructure, ▪ Delegation of decision taking to the lowest appropriate level, ▪ Collaboration and partnerships, rather than competition, ▪ Appropriate training to improve capacity of city officials, ▪ Using information technology to best advantage, ▪ Environmental planning and management carried out in co-operation with the citizens, ▪ Disaster preparedness and crime control for safer environments.
Accountability and Transparency	▪ Monitoring of government activities by coalitions of outside organizations, ▪ Rigorous accounting procedures, ▪ Clear guidelines on conduct for leaders and officials that are enforced, ▪ Open procurement and contracting systems, ▪ Transparency in financial arrangements, ▪ Disclosure of information, ▪ Fair and predictable regulatory frameworks, ▪ Independent and accessible complaints procedures, ▪ Regular flow of information on key issues, ▪ A wide range of suppliers,
Accessibility	▪ Regular and structured consultation with representative bodies from all sectors of society, ▪ Including individuals in the decision making processes, ▪ Access to government by all individuals and organizations, ▪ Access to economic opportunity, ▪ Protection of rights of all groups

2.3.2 Some Attributes of Good Governance and Cities

There are some attributes describes in the following table.

Table – 2.3.2 Attributes of Good Governance and Cities (Mehta, 1998)

Accountability	Accountability flows from the concept of stewardship and rests on the consent of the governed. It also refers to adhering to an established set of criteria in measuring the performance of local government officials to estimate the economic and financial performance of local government.
Indicators:	a. Regularity in the fiscal transactions and faithful compliance/adherence to legal requirements and administrative policies, b. Efficient and economical use of funds, property, manpower and other resources, c. Participatory and decentralized activities in the planning and implementation of programs/projects, d. Systems in place, which ensure that goals are clearly communicated to the constituents, e. Mechanisms are installed to evaluate economic performance,
Management Innovation	It is a measure of accountability wherein leaders and public servants address the needs of the public. It can be indicated "by a deliberate citizen and customer-orientation policy being consistently espoused by the local administration" or by "the presence of mechanisms and procedures for swift recourse on unfair practices and avenues for the community to articulate issues requiring local government assistance."
Indicators:	a. Mechanisms are in place to determine that people's needs and wants, e.g. surveys, public forum, telephone hotline, etc. b. Mechanisms are installed to allow citizen participation in planning and implementation of plans, programs and projects, e.g. consultative council meetings, public hearings, etc. c. Existence of a system for monitoring to determine that goals and desirable social ends of the programs/projects are attained and delivered to targeted number of beneficiaries. d. Presence of simple procedures to ensure fair and swift action on suggestions, grievances, etc. by the public. e. Availability of information to the public to give feedback on how the local government's responds to demands articulated by the constituents.
Public-Private Partnerships	This suggests an active joint working arrangement between local government and the private sector in the programmes of local government
Indicators:	a. Implementation of policies incentive scheme to encourage private sector to participate in development. b. Presence of business sector initiatives to improve efficiency of local government bureaucracy, e.g. technology improvement, training, etc. c. Joint involvement of public and private sector in planning, funding and implementation of programs / projects. d. Privatization of local government services.

Cont. from previous page

Local Govt. – Citizen Interaction	This indicates open communication between the government. non-government organizations and the community as a whole.
Indicators:	a Presence and extent of cooperative efforts among local governments, nongovernmental organizations b. Existence of mechanisms that allow consultation between the local government and the constituents on various local concerns. c. Implementation and extent of projects as a result of LG/NGO/PVO collaboration.
Decentralized Management	This concerns the ability of the local management to delineate and delegate responsibilities to various responsibility centers and to ensure accurate reporting and monitoring of delegated responsibilities.
Indicators:	a. Presence of clear-cut guidelines on delegation. b. Presence of a monitoring system to provide feedback on the implementation of delegated tasks. c. Existence and extent of decisions made by officials to which tasks are delegated. d. Consistency between the organizational hierarchical structure and actual delegation of tasks
Networking	This refers to the ability of the local governments to forge cooperative relationships with other local governments and other entities to build infrastructural capacities.
Indicators:	a. Extent (number) of inter-local government networks b. Extent (number) of regional (intra-local) networks. c. Extent of international network (local unit in one country with various local units in other countries). d. Scope of resource complementation in the network / networks. e. Extent of technology interchange/ collaboration. f. Promotion of common interest and agenda. g. Exchange of expertise and training
Human Resource Development	This suggests the sustained implementation of a programme to recruit, train, motivate and develop a local work force to become more efficient, dedicated and effective members of the public service.
Indicators:	a. Presence and extent of the coverage of policies designed to improve the different aspects of human resource management b Existence of an adequate and sustained program of recruitment and selection based on merit and fitness. c. Presence of training programs to improve the capabilities of local government personnel. d. Installation of a workable and responsive Position Classification and Pay Plan based on the principle of "equal pay for comparatively equal work "

In chapter five of this study, an analysis is shown of these indicators for the situation of the urban governance in the study area.

2.3.3 Participatory Urban Decision-making Indicators: An Innovative Approach to Monitoring City Performance

Despite the fact that both Agenda 21 and the Habitat Agenda advocate for participatory approaches to decision-making, so far very few tools have been developed to monitor the involvement of stakeholders in the decision-making process. Recently, UNCHS (Habitat) has made a first attempt at addressing the yawning gap between commonly accepted ideas about urban governance and monitoring actual practice through developing tools that measure decision-making processes. Participatory decision-making processes are crucial to good urban governance. Participation ensures transparency, accountability, equity, efficiency and, ultimately, sustainability.

Measuring and monitoring participation in decision-making should, therefore, be an essential element of good governance. City managers should ensure that the right people are involved, by assessing who is participating, in which activities, and what their concerns and contributions are. They should also regularly identify and address weaknesses in the decision-making process in order to assess which activities are being poorly conducted and thus, take corrective actions. Finally, monitoring the decision-making process can provide early warning on the expected results of a project. Urban managers cannot wait years to see if the outcome of the process is successful. Monitoring the process itself allows them to judge, on a short-term basis whether the process will be successful.

A measure of good decision-making processes has to be based on the various stages of decision-making, generally based on what urban researchers call the *policy-cycle*. The following stages have been identified:

1) Assessment and information activities: the situation is assessed continuously and relevant information gathered on an ongoing basis;
2) Strategy and action planning: strategies and action plans are drawn up jointly and agreed upon by all stakeholders;
3) Implementation: strategies and action plans are implemented;

4) Institutionalization: throughout the process, participatory capacities are built and arrangements for a sustainable decision-making process institutionalized.

Participatory decision-making indicators are process-related; they are not based on statistics or raw data. They result from a rating, given by the stakeholder groups to themselves. The rating process is participatory, and the final rating is a consensus.

2.3.4 UNCHS (Habitat) Indicators

UNCHS (Habitat) has developed four indicators, which can be used for each of the four stages.

Indicator 1: Monitoring information and assessment activities measured through the variety of sources of information used and the level of consensus on priorities, taking gender into account.

Indicator 2: Monitoring strategy and action planning measured through the consideration of resources available and consensus on strategy, and the equal involvement of men and women.

Indicator 3: Monitoring implementation measured through the strength of action plans, the stakeholders' commitment, and the extent to which they are gender specific.

Indicator 4: Monitoring institutionalization measured through the linkages existing among the stakeholders and their capacity to participate, with an equal involvement of men and women.

These four indicators constitute a core measure of decision-making processes and can be summarized in what has been called the participatory decision-making index.

2.3.5 The Urban Governance Initiative (TUGI) (HABITAT and UN-ESCAP, 2000)

Technical inputs in support of the movement specifically of Good Urban Governance came from UNDP's The Urban Governance Initiative (TUGI) and UNCHS's Urban Observatory Project. More recently, the latter has also launched a Global Campaign for Good Urban Governance.

TUGI recommends a two-tier approach to determining how healthy is the Urban Governance in a city. The first is meant to be an instrument of qualitative primary examination, just a report card. The second is a more advanced quantitative and somewhat high-tech pathological test.

A. Primary Indicators: The Report Card

The recommended "Good Governance Report Card" can help assess the perceptions of the main stakeholders about city Governance. It contains 50 qualitative indicators selected to promote a quick impressionistic assessment of the performance of municipal administrative systems and processes in each city. Having filled the report card and given a first-count rating to Governance, the stakeholders might wish to study the performance in detail with statistical support and quantitative analyses.

Good Governance being an amalgam of systems, procedures and processes, the indicators included in this set are basically CSR level indicators. It is a mid-course pulse-checker. Therefore, its emphasis is on the systems and processes of Governance. They are for periodic performance assessment. They indicate whether the course of Governance is on the right track and which areas of city Governance need improvement. By applying this set of simple, perceptive indicators, the stakeholders will be able to make a fair assessment of the strength and direction of the city's governing process. This set of indicators has a built-in rating system. It provides for performance rating against each indicator as high, medium or low. For high or medium performance, the respondent gives 2 and 1 points respectively to her/his local administration.

B. Extended Indicators

The recommended list of "Extended Indicators" goes beyond perceptive assessment. It is a comprehensive set containing 100 indicators. They are designed to help analyze city performance in specific priority action areas and safety. Local Governments that are keen on making a detailed assessment of their Governance in these areas can use this set of indicators to obtain a more detailed quantitative analysis of outputs, outcomes and impact.

This set is for end-of-term evaluation of the outcome and impact of Governance. While the Primary Indicators Report Card looks at the functioning of municipal systems and processes, the Extended Indicators help capture the effectiveness of those systems and processes in terms of inputs, outputs, outcomes and where possible, the final impact. Being an optional exercise, this set of indicators does not have a rating system. It only provides a standard norm that is achievable through good Governance. Each city can decide which of these 99 indicators are relevant to their specific needs and conditions, and use them for extended assessment in order to ascertain whether the desired minimum norms have been achieved or not. If most of the indicators show that norms have been achieved, then it can be concluded that the city Governance is good and strong. If not, there is much work for the municipality to complete.

TUGI has converted these two sets of indicators into a series of simple, thematic report cards. The recommended indicators will:

- Measure performance of the political and administrative regimes of the city vis-à-vis the situations (or conditions) they are in, the problems that stress them and the effectiveness of their responses in solving those problems; and
- Depict the process and direction the Governance systems are taking in a city.

After reviewing the indicators some questions have arisen. These are:
Are the members/ word commissioners of the study area are accountable to the local people?
Are they and their deed transparent to the local population?
Are the word commissioners responsive to local people at the time of their need?
Do men and women word commissioners have equal rights or do they exercise equal right as they are in the same position at their job?
Are the members of the local people have a consensus on the programmes undertaken in the study area?
Does each and every one of the local people participate in any type of activities/ meetings/decisions?

Do they follow the rule of law?

Are they active and efficient to respond the needs of the local people?

This study tries to answer all these questions in chapter four, five and six.

2.4 THE LADDER OF CITIZENSHIP PARTICIPATION

Eight Rungs on the Ladder of Citizen Participation *by Sherry R. Arnstein*

Citizen control means citizens handle the entire job of planning, policy making and managing a program with no intermediaries between it and the source of funds.

Delegated power means citizens hold a clear majority of seats on committees with delegated power to make decisions. The public now has the power to assure that programs are accountable to them.

Partnership means power is redistributed through negotiation between citizen and power holders, and planning and decision-making responsibilities are shared.
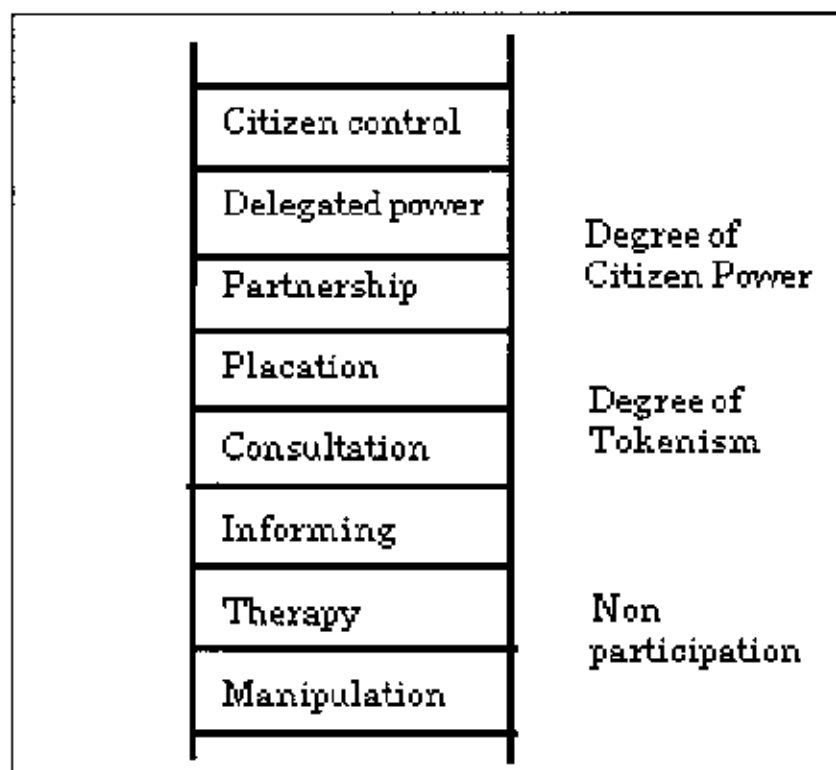
Fig: - Eight Rungs on the Ladder of Citizen Participation *by Sherry R Arnstein*

Placation might, for example, include co-opting hand picked "worthy people" onto committees. It allows citizens to advise or plan, but retains for power holders the right to judge the legitimacy or feasibility of the advice.

Consultation is a further legitimate step, which can include attitude surveys, neighborhood meetings and public enquiries. Nonetheless, planner Arnstein feels this is still a token ritual.

Informing is a more important first step to legitimate participation. However, too frequently, the emphasis at this level is on a one way flow of information, with no channel for feedback.

Manipulation and **therapy** are both non-participative. The aim is to cure or educate the participants. The not so tacit implication is that the proposed plan is best, and the job of participation is to achieve public support by public relations.

2.5 URBAN GOVERNANCE IN BANGLADESH

2.5.1 Origin and development of Urban Governance

Governance has been considered to be an effective and useful concept to understand and analyze urban development in third world countries. The implications of such an usage is three-fold. First, it calls for an understanding of the role of the city in national development. Second, it requires appreciating the integrated profile of the city. Third, it involves transcending the formal bureaucratic institutions and forging linkages with agencies of the civil society.

2.5.1.1 Local Government

Origin and development

Local government has been a colonial legacy in Bangladesh inherited by her as a member state of the Himalayan sub-continent which was ruled by the British up to August 14, 1947. Most of the local government bodies of Bangladesh, therefore, had their origin during the British days. The first municipality (Nasirabad) and one of the

earliest municipalities in the sub-continent was set up in 1856. At the higher level by the Act of 1871, District committees, model of the district councils were set under the Presidency of the District Magistrates. These bodies at the union, district and urban centers have been pioneer of the local bodies, as they exist in Bangladesh today. The municipalities relate to urban centers at the district and the divisional towns and other minor towns declared by law as 'urban area'. The Local Government in urban areas of Bangladesh presently organized and distributed among 76 Pourashavas (Municipalities) and 4 Municipal corporations. (Siddiqui, 1992)

As is common in other counties, these local bodies have some correspondences to the general administrative divisions of the country, particularly at lower administrative tiers and territorial levels. Administratively the country is divided into Divisions (64) Upazila (460) Unions (4400) and villages (over 68000). The correspondence between the administrative/territorial divisions with the local government tiers can be visualized from the following:

Table 2.5.1: Administrative Levels versus Local Bodies

Levels (administrative / territorial)	Local Bodies (Urban)
i. Village	X
ii. Union	X
iii. Upazila / Thana	X
iv. District	Pourashava (District towns)
v. Division	Pourashava (Municipal Corporation and Divisional town)
vi. National	Municipal Corporation (Capital city)

2.5.1.2 Civil Society

A strong, active Civil Society is essential for good Governance. There are a vast number of organizations working for the development of urban centers. These types of associations consist of members formed within Civil Society to fulfill a common purpose of developing individual's interests. These are formally known as national non – governmental organizations, community groups, professional associations,

residential committees, trade unions, kinship groups and cooperatives. Most of these organizations pursue a wide variety of objectives – welfare, economic advancement, recreational, spiritual upliftment, professional identification and cultural promotion.

Evolution of Civil Society

Civil society was originally a European phenomenon. The earliest apparent development of civil society was associated with complex social and economic forces at work in the 18th century as power devolved from monarchs to popular assemblies. The rapid increase in literacy at that time granted greater access to what the German philosopher Jurgen Habermas labeled "the public sphere" (Habermas, 1989). In particular, Habermas saw the rise of fraternal bodies, which observed equality among members and practiced regular internal self-governance as a harbinger of the spread of this sphere (Jacob, 1991). Changing social, economic and political conditions have compelled individuals to form organizations of one sort or another to meet their needs. This evolution of civil society reflects increasing levels of activism and demands on government. Commonly cited examples of civil society organizations include social welfare bodies, community groups, and interest groups.

Civil society and NGOs in Bangladesh

In discussing the evolution of civil society in the context of Bangladesh, several realities stand out. Most importantly, in the relatively young countries of the developing world, the evolution of civil society lags behind state building and economic development. Though the lives of citizens are dramatically transformed, there is insufficient time for the relationship between the "new" state and "old" people to mature. Artificial means are employed in an attempt to close this gap. The "non-profit" or "non-governmental organization" (NGO) model borrowed from the advanced industrial countries of the West is an attempt to accelerate the growth of civil society.

Civil society organizations in Bangladesh have increasingly taken the form of NGOs. They have been active in Bangladesh since independence and have grown in size and number in response to new needs and a massive increase in donor funding (Sobhan,

1999). The lessons and limits of the multiple relief, community development, and social mobilization approaches became apparent in the 1980s at the same time that donors began searching for an alternative to channeling development assistance through government agencies. This incorporation of forces shaped the current stage in NGO development in Bangladesh. With donors now willing to underwrite the direct provision of services to the poor, NGOs in Bangladesh scrambled to develop such programmes. Some NGOs have undergone a startling ideological re-orientation in order to gain access to donor funds.

Today, there are thousands of organizations registered under various statutes governing NGOs. Registration with the NGO Affairs Bureau to receive foreign funds increased dramatically between 1981 and 1985 as donors interest in NGOs grew and an even larger increase occurred after the return to democracy in 1991 (Sobhan, 1999). Despite the growing numbers, the NGO landscape is dominated by a few very large organizations. Direct donor funding caused this concentration of power and resources as donor representatives looked for NGOs with the "capacity" to absorb ever larger sums. Through 1996, thirty NGOs had received around 80% of all donor aid to NGOs, of which 60% went to only eight (Sobhan, 1999). These dominant NGOs, referred to by descriptive names such as the "Big 8" or "G 7" are some of the most powerful institutions in Bangladesh. Their leaders are nationally, even internationally, known figures. They constitute NGO elite.

The increases in direct donor funding and subsequent expansion of the NGO sector have placed such organizations under increased scrutiny. Their openness and accountability, relations with donors, and the efficacy of their programmes have been questioned. Several realities emerge from this criticism. Most Bangladeshi NGOs are controlled by one person who is not accountable to an independent group of trustees (Shelley, undated). To ensure a steady flow of funds, NGOs initiate new programmes to keep up with changing donor priorities. The resulting competition for funds has bred cynicism (Chowdhury, 1995). Though they have done much good and will do more, NGOs can no longer be seen as an answer for the country's problems.

This leads us to the question of the role of NGOs in civil society. Babar Sobhan's study of NGO financing in Bangladesh raised this issue and concluded that a strong NGO sector is not necessarily synonymous with a strong civil society (Sobhan, 1999). It is impossible to determine whether their growth is a by-product of democratization or merely a cynical response to donor initiatives and new funding being made available for such activities. Though some argue that there has been a globalization of civil society, which mirrors the globalization of economic and social forces, Bangladesh cannot have a civil society composed largely of organizations dependent upon foreign funds and inspiration.

NGO involvement in politics is equally problematic because close affiliation with a party also undercuts their autonomy. NGOs rightly advocate policies within areas of their concern. At times, they may be required to take a costly public stand in order to maintain their moral authority. However, involvement in sponsors' struggles requires sacrificing the scope necessary to be an effective promoter in the future. Indeed, democracy assumes periodic turnovers in power, which make noticeable partisanship unwise. Thus, NGOs' inclusion in civil society necessitates that they be circumspect in dealing with donors and politicians alike. Within this ideal framework, NGOs remain free to criticize (or cooperate with) donors and the government of the day in support of their agenda. To restate the point; Bangladesh needs NGOs now and in the future. Nevertheless, hope for expanding civil society lies elsewhere.

In Bangladesh Civil Society organizations have increasingly taken the form of NGOs. Despite differences in origins the main objectives of all the NGOs may represent development alternatives to achieve the progress of the area and people. Until the late 1970s, there was little appreciation of the potential role of NGOs in implementing development projects and influencing policy.

2.5.2 Structure and Composition of Pourashavas or Municipalities

2.5.2.1 Structure

The rapid population growth-taking place throughout Bangladesh coupled with the availability of agricultural land has resulted in a steady shift of population from the

rural to urban areas. The country is characterized by a low level of urbanization, with about 20% of the population living in urban areas in 1991. The urban population, has, however, experienced a very rapid rate of growth during the last three decades, on average of 8% during the period of 1981 – 91. Even with a projected declining trend, the urban growth rate would not possibly less than 4% until 2010, or 3.6% until 2015.

According to existing legislation, an urban area must fulfill three characteristics before its declaration as such; Firstly, three-forth of the adult male population of the area must be employed mainly in non-agricultural occupations. Secondly, such an area must contain a population of not less than fifteen thousand and thirdly, its population density should not be less than two thousand inhabitants per square mile.

The government may declare any urban area, other than a cantonment, to be a municipality (Pourashava); extend, curtail or alter its limit; can also withdraw the municipal status of any urban area. A Pourashava has to be constituted for every municipality. At present, there are following types of Pourashavas and Municipality Corporations under various statutes noted against each:

Table 2.5.2: Types and Statute of Pourashavas and Municipal Corporations

	Type	Statute
Pourashavas		The Pourashava Ordinance, 1977
	a. Class I	The Pourashava Ordinance, 1977
	b. Class II	The Pourashava Ordinance, 1977
	c. Class III	The Pourashava Ordinance, 1977
Municipal Corporations	a. Dhaka Municipal Corporation	The Dhaka Municipal Corporation Ordinance, 1983
	b. Chittagong Municipal Corporation	The Chittagong Municipal Corporation Ordinance, 1984
	c. Khulna Municipal Corporation	The Khulna Municipal Corporation Ordinance, 1985
	d. Rajshahi Municipal Corporation	The Rajshahi Municipal Corporation Ordinance, 1987

There are three types of Pourashavas.

Class A – those Pourashavas that have an average annual revenue income from their own sources of over Tk. 60,000,00 in a three-year period.

Class B – those Pourashavas that having an average annual revenue income between Tk. 25,000,01 to Tk. 60,00,000 in a three-year period.

Class C-those Pourashavas that having an average annual revenue income between Tk. 10,00,000 to Tk. 25,00,000.

2.5.2.2 Composition (executive capacity)

A Pourashava consists of a chairman and such number of elected and nominated women as may be fixed by the Government. However the number of women commissioners cannot be more than one-tenth of the total number off elected commissioners. The chairman and commissioners are elected by election on the basis of adult franchise.

On the contrary, in the case of Municipal Corporation is consist of elected commissioners whose number is decided by the Govt., five nominated women members and five official members. They are nominated by Govt. in each municipal corporation, there is a Mayor and Deputy-Mayor. The Mayor is elected by the election on the basis of adult franchise and the deputy Mayor is selected among the commissioners.

2.5.3. Constitutional and Legal Basis of Local Governance

In any democratic polity local self-government is given legal recognition either by an act of parliament or by incorporating relevant provisions in the constitution.

The founding fathers of the state realized the vital importance of providing constitutional guarantee to local government. Thus the constitution of 1972 clearly spelled out the legal basis and responsibilities of local Government. The chapter three of article fifty-nine stated that –

(1) Local government in every administrative unit of the Republic shall be entrusted to bodies composed of persons elected in accordance with law.

(2) Everybody such as is referred to in clause (i) shall, subject to this constitution and any other law, perform within the appropriate administrative unit such functions as shall be prescribed by Act of Parliament, which may include functions relating to:

- (a) administration and the work of public officers;
- (b) the maintenance of public order;
- (c) the preparation and implementation of plans relating to public services and economic development.

Article sixty of the Constitution states for the purpose of giving full effect to the provisions of article 59 Parliament shall, by law, confer powers on the local government bodies referred to in that article, including power to prepare their budgets and to maintain funds (Constitution of the People's Republic of Bangladesh 1991, 43).

But it has been argued that in a country where constitution is amended and suspended at will even elaborate constitutional guarantee is not enough to institutionalize governance system at the grassroots level. In fact, the 4th amendment of the constitution resulted in the abolition the above-mentioned provisions. The 12th amendment of the constitution restored the original provisions contained in the 1972 constitution. What is needed is a broad consensus about those in power and those aspiring for it, regarding the overall political setup, and within that set up, the role that local government bodies are required to play (Siddiqui, 1994). But obviously thorny problems will arise as how to identify those who are aspiring to go to power. Extra-constitutional forces may seize power as has happened in the past and any dialogue with such forces will weaken the democratic fabric of the governance system.

2.5.3.1. Constitution and Composition of Pourashavas or Municipalities

These constitutions are directly quoted from the Pourashava Ordinance and Election Rules (as modified in July, 1998)

3. Declaration of urban area-

(1) subject to the provisions of sub-section (2), the Government may, by notification in the official Gazette, declare any rural area to be an urban area:

Provided that notwithstanding the declaration of a rural to be an urban area, the Union Parishad which immediately before such declaration exercised any function in relation to that area shall, until the area is declared to be, or to be included in. a municipality, continue to exercise those functions.

(2) The Government shall not declare any rural area to be an urban area unless it is satisfied that three-forth of the adult male population of the area to which it refers are chiefly employed in pursuits other than agriculture, and such area contains not less than fifteen thousand population, and an average number of not less than two thousand inhabitants per square mile [:] (the colon was substituted for the full-stop at the end of sub-section (2) and thereafter the proviso was added by Ordinance No. LVI of 1982.)

[Provided that the Government may for the purposes of extension of the limits of a municipality under section 4(b), declare any rural area to be an urban area, if it is satisfied that three-forth of the adult male population of such area are chiefly employed in pursuits other than agriculture.]

4. Declaration of municipality and alteration of limits there of, -

The Government may, in the prescribed manner,-

    (a) declare any urban area, other than a cantonment, to be a municipality;

    (b) extend, curtail or otherwise alter the limits of any municipality, and

    (c) declare that any urban area shall, from a date to be specified, cease to be a municipality.

[4A. Municipality to be administrative unit: - Every municipality shall be an administrative unit for the purpose of article 59 of the constitution of the people's Republic or Bangladesh] (Ins. by Act. 46 of 1992)

5. Constitution of Pourashavas-

(1) As soon as may be after the commencement of this Ordinance, there shall be constituted a Pourashava for every municipality in accordance with the provisions of this Ordinance.

(2) Every Pourashava shall be a body corporate, having perpetual succession and a common seal, with power, subject to the provisions of this Ordinance and the rules, to acquire and hold property, both movable and immovable, and shall be its name sue and be sued.

(3) The Government, be notification in the official Gazette specify the name by which any Pourashava shall be known, and unless the name of a Pourashava of the place where its office is situated [.] (subs. by ordinance No LXIII of 1984 for the colon.)

[* * * ** ****] (the proviso was added by ordi -No XXXVIII of 1978. Omitted by ordi – No LXIII of 1984)

6. [Composition of Pourashava: -

(1) A Pourashava shall consist of –

    (a) a chairman

    (b) Such number of [*] (The word "elected" was omitted by Act 52 of 1992.) commissioners as may be fixed by the Government; and

[bb] such number of commissioners as are exclusively reserved for women under sub-section (3) (Inserted by Act 2 of 1998.)] (subs, by ordinance No XI of 1984)

[* * * * * * * * * * * * * * *] (clause (c) was omitted by Act 52 of 1992)

(2) [The](The word 'The' was subs for the wards "subject to the provision of sub-section (3), the") chairman and commissioners of Pourashava shall be elected by direct on the basis of adult franchise in accordance with the provisions of this ordinance and the rules made there under [*](Subs. By ordinance No. LXIII of 1984, for the 'colon')

[* *   *   *   *   *   *   *   * *   *] (The proviso
was omitted by ordinance No LXIII of 1984 which was added by ordi No XXX of
1977)

[(3) There shall be one-third reserved seats exclusively for women of such number of
commissioners as are fixed by the Government under clause (b) of sub-section (1) in
each Pourashava, hereinafter referred to as reserved seats, who shall be elected by
direct election on the basis of adult franchise in accordance with the provision of this
ordinance and the rules made there under:

Provided that nothing in this sub – section shall prevent a woman from being elected
to any of the seats other than reserved seats."] (sub-section '(3)' was subs. By Act
No. 2 of 1998, which was, subs. By Act No 52 of 1992)

(4) The chairmen of a Pourashava shall be deemed to be a commissioner of the
    Pourashava.

(5) There shall be paid to the [chairman and Commissioner] (subs. By ordinance No.
    11of 1979 for "Chairman") of a Pourashava such honorarium as many be
    prescribed.
[* *   *   *   *   *   *   * *   *] (sub-section '(b)'was omitted
by ordinance No. LXII of 1984.)

Election of chairman and commissioners [***] (The wards 'other then a reserved
seat" were omitted by Act, 2 of 1998) **of Pourashavas**

[19. Wards (1) For the purpose of election of commissioners, other than in reserved
seats of a Pourashava, the municipality shall be divided into such number of wards as
the Government may determine.
(2) For the purpose of election of commissioners in reserved seats, the municipality
shall be divided into one-third number of wards determined under sub-section (1)"]
(Subs by ibid.)

23. Right to vote:-

Every person whose name is for the time being entered in the electoral roll of a ward shall be entitled to vote at an election of an elected commissioner for that ward and at an election of Chairman of the Pourashava within the jurisdiction of which the ward is situated.

24. Election of [*] (the word "elected" omitted by Act 2 of 1998, for section 22) commissioner

(1) There shall be [*](Subs for clause (b) by Act 52 of 1992.) such number of elected commissioners from each ward in a municipality as the Government may determine.

(2) A general election of Chairman and [*] (the word "elected" omitted by Act 2 of 1998, for section 22) commissioners of a Pourashava shall be held-

   (a) for the purpose of constituting the Pourashava under section 5, as soon as may be after the commencement of this Ordinance; and

   [(b) for the purpose of reconstituting the Pourashava after the expiration of the term of the Pourashava, within the period of one hundred eighty days [after its](Subs, by Act 2 of 1998) expiration; and

   (c) for the purpose of reconstituting the Pourashava after the expiration of the period of super session of the Pourashava, if any, before such expiration:

Provided that the persons elected at a general election under clause (b) or (c) shall not enter upon office as chairman or commissioner of the pourashava except after the expiration of the term of the pourashava or the period of super session of the pourashava, as the case may be,"]

["(3) In the case of a newly created pourashava, where on election is held, the election for constituting it shall be held

   (a) within one hundred and eighty days from the date of coming into force of this Act.

   (b) within one hundred and eighty days from the date of creation of Pourashava."](Inserted by Act 2 of 1998)

CHAPTER 3

WOMEN'S PARTICIPATION IN DECISION MAKING LEVEL OF DIFFERENT COUNTRIES AND THE STATUS OF WOMEN IN SOUTH ASIA

3.1 HISTORY OF WOMEN'S PARTICIPATION IN DECISION – MAKING LEVEL

The concept of "women's participation in governance on an equal footing with men" dates back at least to the 4th century BC. The Greek philosopher Plato put this concept to his mentor, Socrates, in "The Republic" as "part of the natural relation of the sexes". The notion did not strike Socrates' young listeners in ancient Athens as altogether radical. They saw women—though largely a privileged few—openly active in the political system. Aspasia, the mistress of the 5th century leader Pericles, had wielded considerable political power visibly. In the rival city-state of Sparta, the mothers of potential warriors had significant political rights. Plato was no democrat, but his experience had led him to conclude that intelligence and ethics were not limited to any one class, ethnicity or gender. He believed passionately that education could cultivate these qualities in individuals—and that those who benefited most from education could and should govern others. His ideal polity was a benevolent meritocracy (Plato, undated).

Two years before the French Revolution of 1789, Condorcet, author of the *Progress of the Human Mind,* proposed that women be declared eligible for election to governing bodies (Mim, 1994). In 1979, for the first time in history, women's rights took codified form in an international human rights instrument. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) has been in force only since 1981. Currently, 139 countries, more than two thirds of the Member States of the United Nations, are parties to the treaty. Another 44 have acceded to the treaty with reservations on certain provisions of the text. Women's participation in governance, however, still lags far behind that of men.

3.2 TRENDS IN WOMEN'S PARTICIPATION IN DECISION – MAKING LEVEL

Trends in Women's Participation Since 1995

The number of women heads of state or government (excluding queens) now totals six, four of whom came to power after 1995. According to the Inter-Parliamentary Union (IPU) statistics, from 1945 to 1995 the percentage of women MPs worldwide

has increased fourfold. Their latest statistics indicate that, in 1998, the world average of women in parliaments (both houses combined) is 12.7 per cent. In addition, since 1995, six countries elected a woman speaker of parliament for the first time.

Women heads of state or Government (excluding queens)		
Bangladesh	Prime Minister	Since June 1996
Guyana	President	Since 1997
Ireland	President	since1997
Sri Lanka	President and Prime Minister	(mother and daughter espectively)
Women in Parliaments (both houses combined)		
Nordic countries (highest)		37.6 %
The Americas		15.5 %
Asia		13.4%
Europe OSCE member countries (excluding the Nordic countries)		12.5%
Sub-Saharan Africa		11.6%
The Pacific		8.3%
The Arab states		3.3%
Woman Speaker of Parliament		
Ethiopia		1995
Latvia		1995
Peru		1995
Malta		1996
Jamaica		1996
Poland		1997

Fig: 3.2 - Status and Trends of Women's Participation in Decision Making Level in Different Countries

According to the United Nations Division for the Advancement of Women (UNDAW) *Fact Sheet on Women in Government* of 1996, the percentage of women in both ministerial and sub-ministerial levels ranges from zero (in about 15 countries *), to 30 per cent in two countries as distant and dissimilar as the Bahamas and Sweden. However, of the 15 countries with no women in government positions in 1996, eight were Arab states.

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* Note: These are. Afghanistan, Bahrain, Djibouti, Lebanon, Monaco, Myanmar, Nauru, Nepal, Saudi Arabia, the Solomon Islands, Somalia, the United Arab Emirates and Yemen

However, existing statistics indicate that women's political participation at the local level generally surpasses national trends. This has certainly been the case in the West, where women's participation in community politics has long been viewed as an extension of their traditional involvement in household management.

Table 3.2.1 - Women's political participation at the local level

Africa	Women's membership in local councils is estimated at probably less than 5% (IULA, 1998).
Turkey	0 46% of mayors in the 1994 municipal elections emerged as chief executives of districts, none as the head of an entire municipality.
India	a Constitutional amendment in 1992 is that reserves 33% of the seats in local decision-making bodies (both urban and rural) to women.
Europe	In the European Union in 1997, one out of five local elected representatives was female, with the situation varying from one country to another. In Sweden, 40% of Local Assemblies seats were held by women, as compared with less than 4% in Greece (IULA, 1998)
The Caribbean	Trinidad and Tobago follows the pattern of higher female representation at the local level in comparison with the national. 21% in local councils and 14% at the mayoral positions (IULA, 1998).
Latin America	An average rate for women of 7.5% for mayors and 3.8% for municipal councilors. [Data compiled between 1992 and 1995 (after which, data is scant) showed]
North America	USA figures from 1990 an average figure of 17% for women mayors and 23% for women in local councils. • *Other Statistics Reveal That* In January 1997, 12 of the nation's 100 largest cities had women mayors or city managers, (Bureau of Census, U.S.) In March 1997. that 202 of the 975 US cities with more than 30.000 residents had women mayors (CAWP, 1997) In Canada, 18% of council members are women. In Quebec, a quota to equalize the number of seats for women and men resulted in an increase in the percentage of women mayors and councilors between 1985 and 1996, but a decline thereafter. IULA also observes that in Quebec and Montreal in particular, connections to the local women's movement played a key role in inspiring women to run for election (IULA, 1998). Since 1995, both the number and level of women in decision-making has increased in the United Nations itself. For the first time a female Deputy Secretary-General was appointed, and for the first time, both the United Nations High Commissioner for Refugees and the World Health Organization have been headed by women. (These recent additions bring the total of women executive heads to five organizations—the others being UNICEF, the UN Population Fund and the World Food Programme.)

Civil Society

However, in non-governmental organizations (NGOs), we lack figures on women who are executive heads, even in those that deal; primarily with political participation. Such information is now vital because NGOs have been playing increasingly influential roles at the heart of civil societies across the world, in many instances stepping into the political, social and economic vacuums left by failed and failing states. Women's NGOs, for instance, have been significant actors in brokering peace agreements in countries torn by civil problem.

The rise in women's representation in community-based organizations in many countries world-wide, particularly during the last five years seems to indicate that women are increasingly seizing opportunities for political participation where they can balance these activities with their traditional household responsibilities. Whether this will lead to greater activism at the national level and/or significantly change national political agendas remains to be seen.

3.3 WOMEN'S STATUS IN SOUTH ASIA

South Asian women are commonly portrayed as the most oppressed people in the world. Policy-makers often take established gender relations for granted, and make the total assumption that policy impacts do not differ by gender. Yet it is increasingly recognized that all policy decisions have gendered implications. Based on their socially constructed roles and responsibilities, women and men often have contrasting, potentially conflicting, needs, interests and priorities, as well as different opportunities and constraints.

Sri Lankan president Chandrika Bandaranaike Kumaratunga asserted in UNDP's 1995 Human Development Report that "Women should be empowered to share equal roll with men in holding positions of power, in participating in decision – making processes, in controlling and managing scarce resources and also in sharing the incomes and benefits." In fact, women's' participation in local politics may be a product of filter down effect of their emancipation at the national/provincial level.

After all, at the national and provincial levels women do have commanding positions.

Sheikh Hasina, Khaleda Zia, Motia Chowdhury, Indira Gandhi, Benazir Bhuttos, Nasim Wali Khan, Abida Husains, Tehmina Durannis, Chandrika B. Kumaratunga, Shukorno Putri have a place in national/provincial politics, because of their family background and support and also because they belong to a (upper) class where women's participation in politics or public life is now acceptable. It is a constituency cutting across geographical limits. Women attempting to participate in local politics will have to appeal for support to a limited geographical area across class lines. As such, they will have to deal with those sections of the population/electorate. which does not approve/accept women's' role in public life, let alone politics. There is, therefore, a need to establish more clearly the practical importance of women's' participation in local governance in order to ease opposition and win acceptance of women's' participation.

Each South Asian country must formulate and implement its own agenda for the equality of women with men. *The Human development in South Asia 2000* report provides the framework of an agenda for women's complete equality with men in critical areas such as: building capabilities through education and health and providing economic and political opportunities. Indeed, the largest concentration of female civil servants throughout South Asia is in the social sectors such as health and education. The agenda identifies achieving gender equality in at least four areas as important from the point of view of sustainable economic growth, human development and gender equity. This are: equality under the law, equality in access to capability building, equality in economic opportunity, and equality in governance.

3.3.1 Women and the Economy
The vast majority of South Asian women work from dawn to dusk yet their work is hardly recognized in the respective systems of national accounts (SNA). Women work far longer hours than men but a lot of the work they do is in the sphere of caring, nurturing and household maintenance. In other words, women often work in

the informal sector, for little or no wage, and are restricted to activities associated with their reproductive role.

The majority of women engaged in paid economic activity are paid less than men for their work. Employing women has been a means of reducing costs and increasing profits. Gender - based wage disparities exist across all sectors and in all occupations, despite labor laws, which exist to ensure wage equity. Only the smallest proportion of all jobs in all sectors are covered by wage - rate legislation, and most wages are determined by market forces, which guarantees they will be as low as possible.

The reasons usually given for paying women less are not unique to South Asia. but they have specific cultural impact here. Low levels of skill on entry, lack of access to on - the - job training, employment histories punctuated by time spent bearing and raising children, time off to care for family members, and assumption that men are the primary earners - all contribute to the implicit assumption that women should be paid less than men. Another point worth nothing is that the existing wage discrimination contributes to women not voluntarily entering the workforce.

In Bangladesh, the gender gap in earnings in the formal urban manufacturing sector increased - in 1985-86 women earned only 45% of what men earned while in 1995-96 this figure had increased to 58%. This trend echoes across all sectors - in particular women in agriculture earn over 71% of what men earn. The only sector in which women's wages continue to be extremity depressed is the service sector where women earn only 29.4% of what men earn (GOB, 1996b).

The invisibility of women's work economic accounting systems is due to a flawed definition of economic activity. The official data collection machinery is not adequate, uniform or equitable. Lack of reliable consistent data exacerbates women's unequal economic position and their low social status in society. Women's organizations in many parts of the world have been trying for several years to influence the official statistics so as to reflect the unrecorded of gender – based

statistics accounting for women's contributions to economies remain woefully inadequate and inaccurate.

The central data collection and statistical agencies in South Asia suffer from serious gender blindness in terms of their ability to accurately represent women's contribution to the economy. While all of them have a recent time made attempts to expand the definition of economically productive work, there are still large gaps in their methodologies.

In general though, women's participation in many local level initiatives is unbalanced: they are excluded from local organizations such as agricultural co-operatives which help in providing information or may even extend credit. Other obstacles to mainstreaming micro-credit for women include the ideological obstacle of patriarchal assumptions about the ownership of assets and property.

3.3.2 Education of Women

3.3.2.1 *Impact of education*

Of all the discrimination and denial of opportunity that women of South Asia suffer, the most damaging is the denial of the right and opportunity to education. Education is the key to breaking the vicious circle of ignorance and exploitation and empowering women and girls to improve their lives and that of their families. Education is the key to overcoming oppressive customs and traditions that have neglected the needs of girls and women. Educating women is an important goal in itself. It is also a basic human right.

In addition to the direct benefits - in the form of more knowledge, skills, income earning opportunities, education of women has numerous social benefits. Female education is strongly connected to reduced child and maternal mortality, reduced fertility, improved family health, and increased educational attainment of children, particularly girls. It also leads to women's improved status in society.

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Enhanced political and social participation

By increasing women's ability to earn an independent income, education increases women's status in the community and leads to greater input into family and community decision – making. Moreover, in educated societies many women participate in the political decision – making bodies of their countries. Countries with high levels of literacy and smaller gender gaps also have higher rates of women actively involved in government and politics.

During the last 20 years, significant progress has taken place in the state of education in South Asia, but vast gaps remain between the educational achievement of men and women and of boys and girls. Although statistics vary significantly between and within South Asian countries as a region, South Asia presents a shocking profile of educational deprivation of women:

- More than half of South Asian adult illiterates are women.
- More than two-thirds of South Asian out-of-primary school children are girls.
- Nearly two-fifths of girls enrolled in primary school drop out before grade 5.
- Of the already low vocational education enrolment of less than 2%, female students comprise only a quarter of one per cent.
- The differentials between primary school enrolments of boys and girls differ from 2% points in Maldives to 31% points in Nepal. Within Pakistan alone this difference varies from 11% points in Punjab to 21% points in Baluchistan.

There are two basic indicators to measure gender gaps in education: adult literacy rates, and enrolment ratios. While the developing country average for female literacy rates has increased from 32% to 63% between 1970 and 1997, the South Asian average has increased only from 17% to 37% (UNDP, 1999c). Of the total illiterate population in South Asia 63% are women and of the total out-of- primary school children, 71% girls.

3.3.2.2 Constraints to Female Education

Low female participation in the education system is primarily the outcome of two factors: low parental demand for girls' schooling; and the public and private sectors'

supply of educational services that do not respond to the communities needs.

In most South Asian countries Parents prefer to give higher education to sons rather than to daughters, mainly because boys are considered positive economic assets to the family. Although with increased income earning opportunities for girls, the urban centers in South Asia are seeing more girls attending schools than before, yet for the vast majority of girls the old tradition of leaving school at teens is still a reality. This shows up in the drastic fall in enrolment at the secondary level.

3.3.2.3 Women's access to education

To vocational and technical education

In South Asia women have limited access to vocational and technical education and thus to job opportunities in traditionally 'male' fields. This can be attributed to cultural and traditional attitudes, held by both women and men, towards women's roles and responsibilities in the household and labor market. As a result, current vocational and technical education programmes in South Asia are seriously inadequate in scope and relevance. Yet among educational investments, returns to vocational and technical education can be much greater than those to general education, when linked to market demand and employment opportunities. Technical education can be an effective entry point to women's economic and overall empowerment.

To higher education

Higher education, though a distant dream for most South Asian women, is important because those who are able to access it are likely to be among those that push forward the structural changes needed to achieve gender equality. One of the biggest challenges to engendering higher education is increasing access to women form a range of backgrounds. To a large extent, higher education is the preserve of the social, economic, and political elite. Even when scholarship and affirmative action programmes exist, the participation of non-elite women is limited because they often are denied access to primary and secondary schooling. Cultural norms that perpetuate educational disparities between boys and girls extend to and intensify with higher education. Given the perception of women's roles and degree of gender

discrimination in the workplace, higher education in non-traditional fields is too rarely viewed as a sound investment for women. It must be acknowledged that urban middle class women from educated families are likely to dominate enrolments in institutions of higher education. These are the same women that go on to secure the few jobs in high-level administrative, political, and managerial positions that women occupy.

3.3.3 Health of Women

South Asian women suffer greatly from a lack of access to health care, based not only on an absolute lack of health facilities. South Asian women often face traditional taboos, based on cultural practice and religious belief, against consulting doctors. Diseases like malaria, and parasitic infections, also determine nutritional status. Lack of adequate sanitation facilities and safe drinking water and poor hygiene, increase the vulnerability of people residing in rural areas and urban slums to such diseases and infections. In the past health policies have focused upon family planning issues to the exclusion of other aspect of women's physical and mental well - being. Many women suffer in silence, or turn to traditional treatments, which often have serious side effects. The focus of reproductive health is now shifting to incorporate a greater emphasis on overall health status, and a life-cycle approach to reproductive health.

3.3.4 Women and Governance
3.3.4.1 Governance Crises

Developing and strengthening a democratic system is an essential component of the process of development. In many South Asian countries, democracy has become an ineffective tool just to use for exercising power among individuals. Elections are often the only bridge between the state and society. Common peoples continually feel excluded from the larger political process through which decisions that directly affect their livelihoods are made. The dominance of a narrow band of elite reflects the concentrated nature of political power. The concentration and personalization of state power has coincided with the parallel erosion of institutions of Governance. Institutional decay is evident in parliaments that cannot protect peoples' interests, in

civil services that are heavily politicized and unable to provide basic public services, and in judiciaries that fail to deliver social justice.

Women leaders in South Asia dominate the political landscape. From Indira Gandhi and Sonia Gandhi, to Sheikh Hasina, Khaleda Zia and Benazir Bhutto, to Sirimavo Bandaranaike and Chandrika Kumaratunga, South Asia's women leaders are the essence to powerful women reaching the highest echelons of Governance. And yet, the statistics tell a different story. Women in South Asia have the lowest rates of participation in their governance structures in South Asia:

- Women occupy only 7% of the parliamentary seats;
- Only 9% of the cabinet members are women;
- Only 6% of positions in the judiciary are held by' women;
- Only 9% of civil servants are women; and
- Only 20% members of local government are women.

Women account for half the population of South Asia, yet they remain mostly invisible in all governing institutions. Women hold the top positions in major political parties of the region, yet these powerful positions have not translated into positive outcomes for the majority of South Asian women. In some countries women are more visible in local Governance structures than in any other governing institution. Most gains have been made in India, where one third of the seats in Panchayats are reserved for women. However, gender bias saturates at all levels of governance in South Asia, which may be one of the reasons for the region's governance crisis.

Women in governing institutions

Decision-making has traditionally been regarded as a male domain in South Asia. Often using customs and traditions as a tool, women have been sidelined from most decision-making processes. While the past few decades have witnessed an improvement in the status of women, especially, for the urban middle class women who have a degree of freedom in making decisions, for the majority of South Asian women such freedom remains an elusive dream. This lack of liberty is a tradition that

is rooted in the home and the community, where male members maintain strict control over decision–making and follows through to the highest levels of national legislatures and parliaments.

The parliaments

Female participation in South Asian parliaments is appallingly poor. Despite the fact that four out of seven South Asian countries have had female Prime Ministers or heads of state at one time or another, female participation in parliaments remains very low. The 7% participation rate of women in the parliaments of South Asia is one of the lowest in the world.

Table 3.3.1: Women in Parliament (% 1999) (De Silva, 1995)

	Single or Lower House	Upper House or Senate	Total (Both Houses)
Bangladesh	12.4	n/a	12.4
India	8.8	8.5	8.7
Nepal	5.4	15.0	7.5
Maldives	6.3	n/a	6.3
Sri Lanka	4.9	n/a	4.9
Pakistan	2.8	2.3	2.6[a]
Bhutan	2.0	n/a	2.0
South Asia (unweighted)	**7.4**	**7.5**	**7.3**
Memo Items			
World	13.3	10.6	12.8
Nordic Countries	38.3	n/a	38.3
Sub-Saharan Africa	11.6	13.2	11.8
East Asia[b]	9.5	13.0	10.1

a Data represents status of parliaments prior to October 12, 1999.

b: East Asian data does not include Indonesia and Republic of Korea.

Today, Bangladesh is the only South Asian country that can boast a proportion of female parliamentarians at par with the world average. It is the only country in the world where the both Leader of the parliament and leader of the House are women. From its very beginning the Bangladesh Parliament has had a policy of encouraging women's participation in public policy-making. According to Clause 65 of the Bangladesh Constitution, fifteen seats were reserved for women candidates who were to be indirectly elected by members of Parliament. This clause did not exclude women from contesting direct elections for the 300 general seats. The provision for

reservation of seats for women was made given the social impediments against women contesting elections openly with men. It was expected the due to Clause 65, the rate of women's participation in public affairs would increase and the eventually there would remain no need for the clause. However, since the situation did not improve for women towards the end of the decade, the number of reserved seats was raised to thirty in the Second National Assembly from 1979 to 1982 by way of an amendment. This has been the rule until now, but this provision is expected to lapse by the end of the term of Seventh National Assembly in the year 2001. The clause is unlikely to be renewed. While many Bangladeshi women have expressed their opinion in favor of reserved seats, the overall consensus on this issue between the ruling and opposition parties. As a result, once this constitutional provision for reserved seats lapses, it is very likely that the number of women in Bangladesh's parliament will fall sharply. The untimely removal of reserved seats, without any change in supporting systems and institutional mechanisms will lead to a decline in female participation under direct election.

Women in Parliamentary committees

Parliamentary Committees are important policy - influencing forums. Yet, as with other governing institutions across South Asia, woman's voices are barely heard in these forums. With the exception of India, where it is mandatory to include every Member of Parliament in committee work, female representation in parliamentary committees is negligible.

Women in the civil service

Table 3.3.2: women in civil service (1990s) (Chowdhry & Assaduzzaman 1993)

	Women in the civil service (% of total)	Women at decision-making position (% of total women)
India	6.80	n/a
Bangladesh	7.88	0.012
Pakistan	5.35	0.266
Nepal	7.66	0.463
Sri Lanka	21.1	10.23

Note decision-making levels are assumed to be additional secretaries, joint secretaries, secretaries and heads of departments.

In all South Asia countries, men and women both have to take the same competitive examinations before being inducted into the civil service. This should leave little chance of discrimination. Yet discrimination persists in postings and promotions, in the attitudes of peers and colleagues, and it persists in entire systems that leave more than half the female population educationally disadvantaged. As a result, the overall proportion of women in the civil services throughout most South Asian countries remains less than or at 10%, with the majority concentrated in social sectors.

These imbalances only highlight the discrimination women face due to cultural stereotyping throughout South Asia. Women are almost invariably assigned to the social sectors, many of them in subordinate positions. Statistics show that as pay, status and decision–making authority increases female representation drops. Women are disadvantaged because they have to perform significantly better than men to be considered equal.

Women in Local Governance

Organization at the grassroots level allows people to contribute significantly to the Governance of their communities. Across South Asia, the experience of women in Local Government has varied, with some countries being more successful than others in attaining greater female participation.

Incorporating the marginalized

Since politics is traditionally a male domain and as all financial, economic, commercial and political negotiations conducted outside the home are by males, South Asian women have very limited access to decision–making powers and they have a severe lack of access to and control over financial resources. This effectively reduces women's chances of contesting elections. Political equality is as yet and elusive ideal in most South Asian countries, even though some progress has been made. As men have control over assets and have relatively better education, they have a dominant position in terms of political power and women remain surrogate actors in the political process.

Representation of women in urban local government

What is of most concern is the fact that local government in South Asia continues to be dominated by rich, powerful and upper caste males (Siddiqui, 1992). For this reason, issues affecting women and marginalized urban groups stay at the bottom of the agenda. Where legislation has ensured women's representation in all local bodies, as in India and Nepal (A law in Nepal law requires 5 per cent representation of women in the assembly), this has appeared to be a mixed blessing. Women's presence in national or municipal bodies does not necessarily imply a bias or sensitivity to issues facing women, or even a bias towards the poor.

Apart from India, there appears to be no effective mechanism through which legislative controls on women's representation and participation can be protected even when such legislation has been enacted.

Women in civil society

South Asia is the home of some of the most vibrant civil societies in the world From 1975 to 1985, the International Decade for Women, many civil society organizations worked exclusively on women's issues. A large number of women and men are currently engaged by NGOs in various activities, which created space for civil society to participate in rural and urban development, infrastructure development, employment generation and water and sanitation projects.

Apart from aiding the women's movement, civil society continues to play a crucial role in women's development. There are a significant number of women working for civil society organizations, either as volunteers or employees. Being women they have greater access to other women, be they in rural or urban settings.

The entry point of most NGOs in Bangladesh was through rehabilitation and reconstruction work after independence in 1971. Currently, there are more than 500 such organizations operating in Bangladesh and their combined female membership exceeds two million.

CHAPTER 4

TONGI POURSHAVA -
AS A STUDY AREA AND THE
STATUS OF LOCAL WOMEN IN
THE STUDY AREA

4.1 INTRODUCTION

This chapter has focused the general condition of the study area, which includes location of the area as well as physical and environmental condition of Tongi Pourashava. Present situation of the local women in the study area are also discussed in this chapter. The study of general condition of the sites is based on community survey, visual inspection, and questionnaire survey.

4.2 THE STUDY AREA

4.2.1 History

In the British Period, Tongi area was under the reign of Bhawal Emperor. People accommodated hare before the period of the British rule and at the beginning of the Pakistan rule the factories were set up. At first, Tongi was a subservient of North Sub-division of Dhaka after the Second World War. Than, it was known as Union Parishad (Union Council) of Keraniganj Thana and Jaidobpur Thana respectively. This area earned its title as Pauroshabha on 23rd March 1974 and promoted to a first class Pourashava on 17th January.

4.2.2 Location

Tongi Pourashava is situated in the most Southern part of Gazipur Zilla of Bangladesh, with a total area of 32.36 sq. km. the location of Tongi Pourashava is in a much developed and important place. Dhaka-Mymensing and Dhaka-Chittagong railway and Dhaka-Mymensing highway runs through this Pourashava. The world Izthema Maidan is also situated in it. River Turag separates this Pourashava from the capital city Dhaka.

4.2.3 Boundary

The Tongi Pourashava is longer from East through West. The West of North-Southern part is a little flatten. In North of Tongi Pourashava, there is Gacha of Gazipur Sadar Thana and Puail Union. Turag river separates the Pourashava from Dhaka Zilla which is situated in the South of Tongi. In the Eastern side there is Pubail union of Gazipur Sadar Thana and Ashulia and Savar Thana is situated in the West of Tongi Pourashava.

4.3 CHARACTERISTICS OF THE STUDY AREA

4.3.1 General Profile

Table 4.3.1 – General Profile of the Study Area (Tongi, 2001)

District			Gazipur
Name of the Pourashava			Tongi
Situated on			March 23, 1974
Promoted into class "A"			January 17, 1984
Total Area			32.36 sq. km.
	Core area		17.85 sq. km
	Fringe area		14.51 sq. km
Ward (In Number)			12
Mouza (In Number)			29
Population			4,00,000 (Census 2001)
	Male		2,40,000 (Census 2001)
	Female		1.60,000 (Census 2001)
Holding (In Number)			11,500
Household (In Number)			65,010
Educational Institutions (In Number)			220
	Kindergarten		31
	Primary school		23
		Government	15
		Registered	3
		Private	5
	High school		11
		Government	1
		Girl's	1
	College		3
		Government	1
		Non-Government	2
	Madrasa (dakhil)		1
	Madrasa (ebtedai)		123
Orphanage			1
Pond			94
River			1 (Turag, situated in the Southern side of the Pourashava.

4.3.2 Logistic Profile

Table 4.3.2 – Logistic Profile of the Study Area (Tongi, 2001)

Health Care Center			
		Hospital	1
		Child Hospital	1
		Clinic	10
		Family planning clinic	2
		Animal Hospital	1
Police station			1
Post office			3
Schedule office			1
Social service office			2
Sub-registry office			1
Infrastructure			
	Haat		9
	Bazaar		11
	Culvert		7
	Over bridge		1
	Road (in number)		628
		Kutcha	65 km.
		Pucca	55 km.
		H.B.B. and soling	95 km.
	Drain		
		Pucca	25 km.
		Kutcha	39km.
		Culvert drain	1 km.
	Religious institutions		
		Mosque	108
		Temple	1
		Church	1
	Cemetery		11
	Market		59
	Industry		409
	Cinema hall		4
	Bank		7
	Public Library		1
	Public Auditorium		1
Park			1
Slums (in number)			21

4.3.3 Physical Profile

Here is some more information about the physical characteristics of the Pourashava:

Table 4.3.3 – Physical Characteristics of the Study Area (BUDMP and Care, 2001)

Soil	This Pourashava has different soil mixed-up, like – Etel, Etel-Doash and Bele
Settlements	Pucca, Semi-Pucca and Kutcha
Drinking Water	Deep and Shallow tubewells, Supply water from Pourashava
Mosques	Pucca and Semi-pucca
Playground	The Pourashava does not have it's own playground or any open space, which can be used as playground
Food Reservoir	The Pourashava does not have any food reservoir. Food is brought in from Gazipur when necessary.

4.4 ADMINISTRATIVE SETUP OF TONGI POURASHAVA
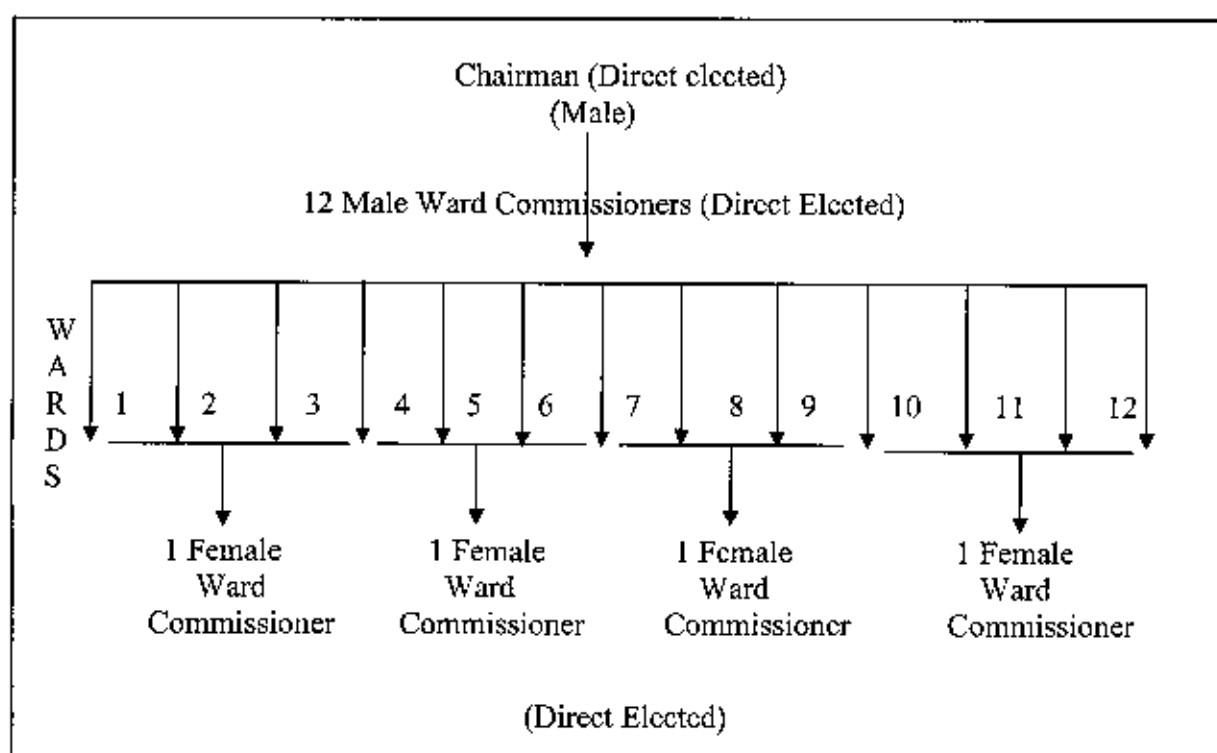
Fig 4.4.1: Administrative Setup of the Tongi Pourashava

4.5 ORGANIZATIONS WORKING IN THE AREA

Government: Pourashava

Civil Society: NGO's

CARE· SHAHAR Project
      ASD
      ARD
      StAP
      ESDO   → Working as Partner NGOs of CARE
      CODES
      BDBC
      NABOLOK/
      PRODIPON
      AASHA
      PROSHIKA
      TEREDAS HOMES

Media: NEWS PAPER

Agnishakhi   Bhawal
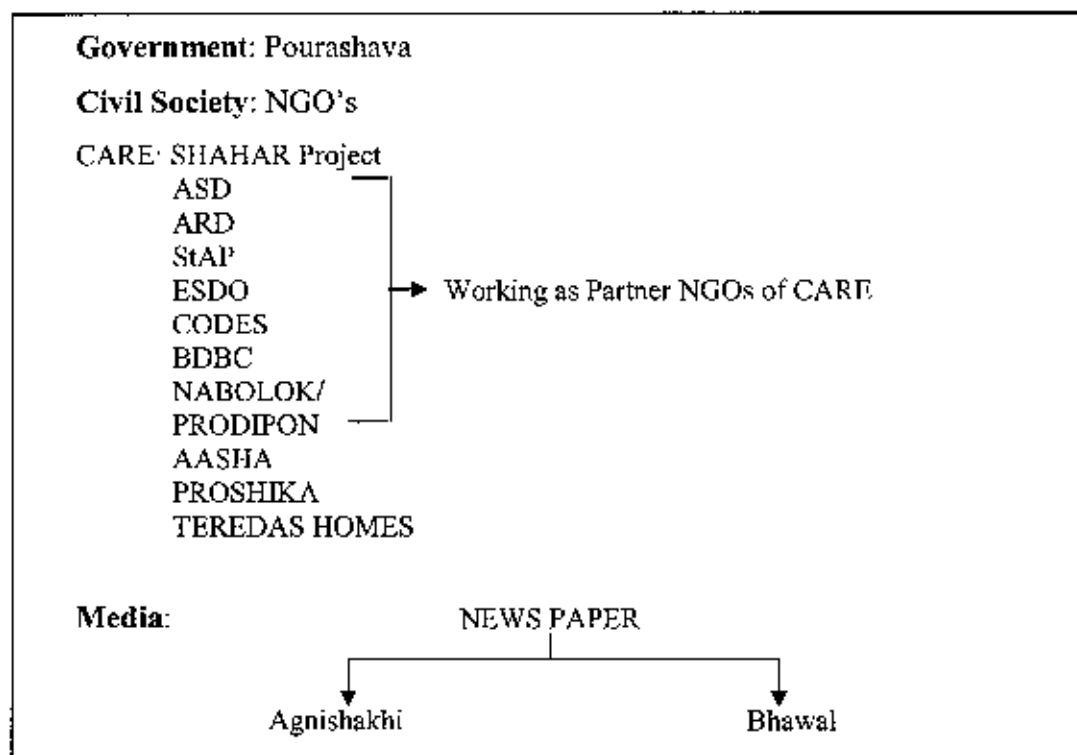
Fig 4.5.1 Organisations working in Tongi Pourashava

4.6 INCOME OF TONGI POURASHAVA (Tongi, 2001)

Average Income of the Tongi Pourashava (Own Net Income) is 2,35,00,98 Taka. The main sources of income are as follows:

i. All Types of Tax,

ii. Trade License,

iii. License of Vehicles,

ıv. Market Lease,

v. Various Types of Certificates

4.7 PRESENT STATUS OF LOCAL WOMEN OF THE STUDY AREA / SOCIO – ECONOMIC CONDITION OF THE LOCAL WOMEN OF THE STUDY AREA

4.7.1 General Situation of Local Women

Education is the key to women's future. Education enables them to widen their horizons beyond child bearing and household drudgery. In also gives them power to

take decisions for their families and for the betterment of the society. But the practical picture of our country is very much different than the dream. Education alone can not be the weapon for our women to fight against the social problems. They are not always permitted to go to work out of the house, irrespective of their high education level. Male are not used to become dependent on their wives economically. That is why female cannot be the main earner of their family, because that is not accepted. In chapter three the status of women in South Asia is discussed briefly. In that chapter, the role or women has been shown in economy, in education, in health and in governance of South Asia as well as their constraints and problems to have access in the decision making level are also discussed there.
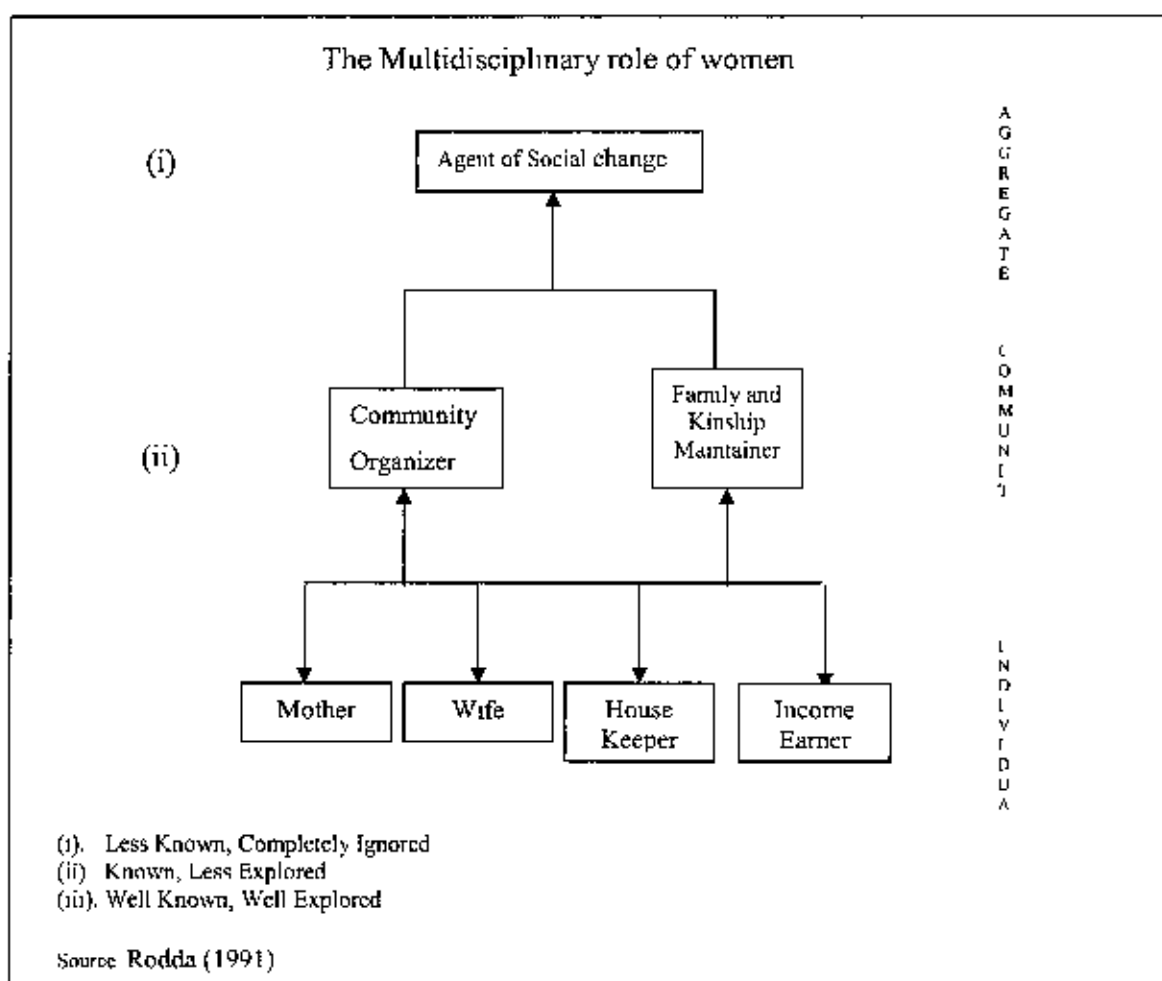
Fig: 4.7.1 The Multidisciplinary role of women (Turner and Hulme, 1997)

Here, in the study area, like the whole Bangladesh and most of the South Asian countries, majority of the women play the role of mother, wife and house keeper. There are no significant numbers of women who are involved in the second or third stage of figure 4.7.1, which is placed below. As long as our society does not used to accept our female population as the main family earners, they could not think of upgrading the responsibility of these women towards the second stage. As a result, it is impossible to except local/general females to take responsibility as the agents of social change where even the fact of taking decision for their own family is not very easily expected and acceptable for our society. Unlike Tongi Pourashava, the status of women is the same throughout the country.

4.7.2 Socio – Economic Condition of the Local Women in Tongi Pourashava

The age structures of the respondents of the study area are shown in the age structure section of table – 4.7.1. Respondents are chosen aged 18 and above, so that they can answer and can give information about the present situation of local women leaders and also can give an idea about their own social condition. Here it is shown that 23% female are in 25 – 29 age group and 19% of the respondents are in 35 – 29 age group.

In the marital status section of the table – 4.7.1 shows that 88% of the respondents are married. Mostly this is the normal situation of Bangladesh. In small towns women try to maintain a family after marriage and want to be like that. Separations or divorces are not the social problem of Tongi Pourashava. Only 6.7% of the respondents are widow.

Education is the most important indicator to understand the social condition of an area. Educated people are more conscious about the whole socio-economic condition and their own status in the society. In the same table – 4.7.1, it is shown that only 1.7% females are up to graduate and only 1% is postgraduate in the education level section. Most of the respondents are illiterate and can sign only, which is 43%. The people who can sign only can be also categorized as have knowledge on letters, but it is not always true. They can just draw their name, as they are being taught by somebody.

The occupation structure can give the picture of the strength of a society. Pattern of occupation section of the table below, gives the picture that 72.3% females are homemakers. They manage their home, do house hold chores and take care of their children and family.

Most of the female are homemaker in the study area. But among them 28% are illiterate and can sign only. In our society wives and daughter in laws are not accepted to go out for earning, especially in the middle and middle high-class families. In table – 4.7.2 the figures of 14% of female whose education is up to H.S.C are homemakers. 1% is garments worker and only .1% is service holders. On the other hand only 1% graduates and 1% postgraduates are service holder. 6.3% females are day labor and they are in the illiterate group and the females who have a primary education only .3% of them are day labor.

Table – 4.7.1: Socio-economic Condition of the Respondents

	Frequency	Percent
Age Structure of the Respondents		
15 – 19	13	4.3
20 – 24	35	11.7
25 – 29	69	23.0
30 – 34	55	18.3
35 – 39	57	19.0
40 – 44	37	12.3
45 – 49	15	5.0
50 and above	19	6 3
Total	300	100.0
Marital Status		
Married	264	88.0
Unmarried	3	1.0
Separated	13	4.3
Widow	20	6.7
Total	300	100.0
Level of Education		
Illiterate and can sign only	129	43.0
Primary (upto class v)	65	21.7
From class vi to viii	48	16.0
Class ix to H.S.C	50	16.7
Up to graduate	5	1.7
Post graduate	3	1.0
Total	300	100.0

	Frequency	Percent
Pattern of Occupation		
Home Maker	217	72.3
Student	1	.3
Service	20	6.7
Business	4	1.3
Shop owner	9	3.0
Land/home owner	8	2.7
Garment/industry worker	16	5.3
Day labor	20	6.7
Farming	1	.3
Other	4	1.3
Total	300	100.0

Source: Field Survey, September 2002

Table 4.7.2 - Relationship of Occupational and Educational Status of the Respondents

Education	Illiterate and can sign only	%	Primary (up to class v)	%	From class vi to viii	%	Class ix to H.S.C	%	Up to graduate	%	Post graduate	%	Total
Home Maker	84	28.0	50	16.7	40	13.3	42	14.0	1	0.3			217
Other			2	0.7	2	1.0							4
Service	9	3.0	3	1.0			2	0.7	3	1.0	3	1.0	20
Business	3	1.0	1	0.3									4
Shop owner	7	2.3	1	0.3	1	0.3							9
Land/home owner	2	0.7	2	0.7	1	0.3	3	1.0					8
Garment/ Industry worker	4	1.3	5	1.7	4	1.3	3	1.0					16
Day labor	19	6.3	1	0.3									20
Farming	1	0.3		16.7									1
Student				0.7					1	0.3			1
Total	129		65		48		50		5		3		300

Source. Cross Tabulation from table 4.7.1
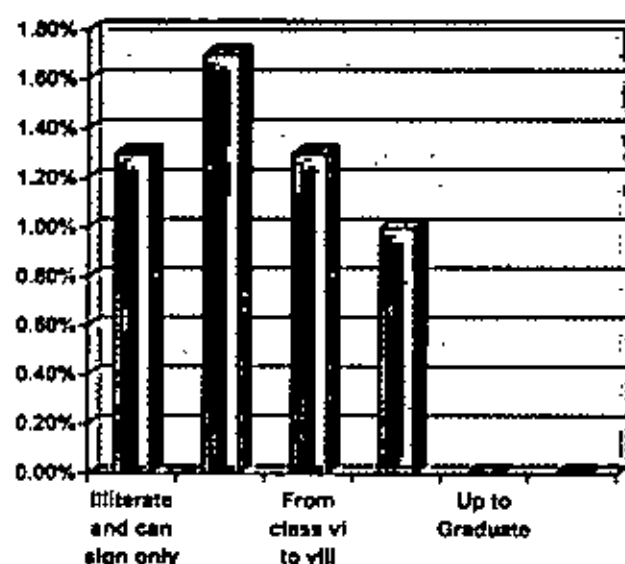
Figure 4.7.1 Garment Worker and Education level of the Respondents

Table – 4.7.3: Information on Respondent's Husbands

	Frequency	Percent
Occupation of Husband		
Service	93	35.2
Business	50	18.9
Shop owner	11	4.2
Land/home owner	7	2.7
Garment/industry worker	23	8.7
Day labour	56	21.2
Farming	3	1.1
No work	11	4.2
Others	10	3.8
Total	264	100.0
Education of Husband		
Illiterate and can sign only	62	23.5
Primary (up to class v)	42	15.9
From class vi to viii	36	13.6
Class ix to H.S C	85	32.2
Up to graduate	29	11.0
Post graduate	10	3.8
Total	264	100.0

	Frequency	Percent
Income of the Husband		
Less than 1000	16	6.1
1001 – 2000	27	10.2
2001 – 3000	47	17.8
3001 – 4000	34	12.9
4001 – 5000	47	17.8
5001 – 6000	18	6.8
6001 – 7000	2	.8
7001 – 8000	17	6.4
8001 – 9000	2	8
9001 – 10000	16	6.1
11001 – 12000	11	4.2
14001 – 15000	7	2.7
15001 – 16000	1	.4
17001 – 18000	1	.4
19001 – 20000	5	1.9
21001 – 22000	1	.4
24001 – 25000	8	3.0
25001 and above	4	1.5
Total	264	100.0

Source: Field Survey, September 2002

Husband's Occupation gives the pictures of respondent's social status. In a country like Bangladesh, husbands are the main bread earner of the family. A family's socio economic condition depends on how much the male partner earns. In Table 4.7.3 it shows that 35.2% respondents husbands are service holder and 18.9% are involved in their own business. In the study area 21.2% respondent's husbands are day labor, which includes rickshaw puller, driver of human haler, conductor, helper of bus, etc.

Education is the key indicator to know an areas social condition. When husbands are educated, they can support their wives in every aspects of their life. Wives can have easy access on education and any decision – making for the family. Here in the education section of table 4.7.3, it is been seen that only 3.8% of respondent's husbands are postgraduate and 11.0 are up to graduate. 32.2% husband's are in the category of class ix to H.S. C and 23.5% are in the illiterate and can sign only group.

Table 4.7.3 also shows the income level of the respondents' husbands. As male partners are the main bread earners of the family so, family's status and life style depends on husband's income. Here 17.8% respondent's husband's income levels are in the range of 2001 – 3000 and 4001 – 5000 and 12.9% are in the range of 3001 – 4000. It shows that most of the respondent's are taken from low-income group.

There are some of the families in the study area, which have more than one earner. Daughters, sons, or brothers are the supporting earners. But the entire amount adds up their family income. 22.4% of them earn in the range of 1001 – 2000, which is shown in table - 4.7.4 below.

Table 4.7.4 - Income of Other Family Members of the Respondents

	Frequency	Percent
Less than 1000	8	11.9
1001 – 2000	15	22.4
2001 – 3000	14	20.9
3001 – 4000	6	9.0
4001 – 5000	9	13.4
5001 – 6000	3	4.5
6001 – 7000	3	4.5
7001 – 8000	3	4.5
8001 – 9000	1	1.5
9001 – 10000	1	1.5
10000 and above	4	6.0
Total	67	100.0

Source: Field Survey, September 2002

Table 4.7.5 - Decision Maker of Respondent's Family

	Frequency	Percent
Self	41	13.7
Husband	110	36.7
Both	134	44.7
Other	15	5.0
Total	300	100.0

Source: Field Survey, September 2002

Bangladesh is a male dominated society. In table – 4.7.5 it has been shown that in 44.7% cases from 300 female respondent's family both husband and wives take the decision for their families. It can be said that education and income level are the

factors for this result. 36.7% husbands take the decisions in the family. Only 13.7% female take their own decisions. Some of them are the main earner of the family, some of them are the head of the family, which means they are separated or widowed and that's why they are able to take their own decision.

Table 4.7. 6 - Development Organizations working in Tongi Pourashava

	Frequency	Percent
Types of organizations		
Pourashava	116	38.7
NGO	60	20.0
Both	61	20.3
No idea	63	21.0
Total	300	100.0
Respondent's Involvement in any Organization		
Yes	110	36.7
No	190	63.3
Total	300	100.0
Involvement level		
Credit	77	70.0
Other	33	30.0
Total	110	100.0

Source: Field Survey. September 2002

In the study area some NGO's are working beside Pourashava for the development of the area. CARE is the main NGO working on a project named "SHAHAR Project". Other NGOs are PROSHIKA, TEREDAS Homes, AASHA etc. CARE has their 9 partner NGO's in this area. They are working in the supervision of CARE and Pourashava. People don't know that exactly who are doing the main development here. They have some vague idea on that. But the respondents who have their own house in the study area or who are living in the area for a long time know that it is Pourashava's responsibility. 38.75 of them can answer that Tongi Pourashava is doing all the development work in the study area. 21% of them have no idea. Table 4.7.6 shows the picture of respondent's idea and involvement in any development organizations. 33.0% of the respondents are involved with different NGO's. Among them 70.0% are involved because of credit. They take credit from different organizations as a part of that organizations credit and income generating programs. Some of them are involved to get the leadership, took some income generation training, waiting for their turn to come for the credit.

Most of the respondents live in rented houses. In table 4.7.7, it shows that 56% families live in rented houses, 22.7% have their own houses and 20.3% live in the houses made by them in the Government provided land, which can be called as slums.

Table 4.7.7 - Housing Ownership

	Frequency	Percent
Owned	68	22.7
Rented	168	56.0
Government provided land	61	20.3
Other	3	1.0
Total	300	100.0

Source: Field Survey, September 2002

Wage rate is an important factor in the labor market. In the third world society women are always deprived from their proper wage. In the study area, like the whole country, 40.3% respondents answer that the wage rate is less than men and 29.2% answer that that is equal to men, which is shown in table – 4.7.8. It is also depends on the education level. If an educated male and an educated female do the same job in the same position they get equal amount of salary. But if the educational level is lower like illiterate or primary level and male and female are working in the same level of job, like garments worker or day labor always get less than what a male worker gets for the same job.

Table 4.7.8 - Wage Rate

	Frequency	Percent
Equal to men	87	29.2
Less than men	120	40.3
More than men	1	0.3
Don't know	90	30.2
Total	298	100.0

Source: Field Survey, September 2002

Table 4.7.9 - Facilities for Women
(which can influence them to go o work outside home)

Category label	Frequency	Percentage
Extra income	174	32.0
Power and Social Status	66	12.2
Safety of Home	107	19.7
Safe Work Environment	158	29.1
Safe Place of Children (maid, day care center, others)	7	1.3
Transport Facility	31	5.7
Total responses	543	100.0

Source: Field Survey, September 2002

The respondents have given multiple answers for the question regarding their facilities which can influence them to go out of home for work. In table 4.7.9, it is shown that 174 answers were there for the extra income category, which is 32.0% of the total response. 29.1% responses were for the safe work environment and 19.7% were for safety of home. The women who go to work from the low-income group they definitely go for extra income. Safe work environment or any other factors do not matter to them. But for the women who are highly educated and from a middle to high middle class family does think of safe work environment, transport facility etc.. The main factor for the women from the high-income background is power and social status. From the middle and high-income families it has been seen that wives are not that much accepted to go out for work outside home. This is a social problem of whole Bangladesh, so the study area is not different from that.

4.7.3 Present Situation of Respondent's Girl Child in the Study Area

Table 4.7.10 - Number of Girl Child among total Children of the Respondents

	Number of Daughter					Total
	0	1	2	3	4	
0	8					8
1	19	32				51
2	23	55	19			97
3	11	34	24	6		75
4	1	8	10	9	6	34
5		1	3	5	2	11
6			1		4	5
7					1	1
Total	62	130	57	20	13	282

(Left axis label: Number of Children)

Source: Field Survey, September 2001

Women's Participation in Urban Governance: Chap-4

In the study area we took 300 female as sample size. Table 4.7.10 shows that among the respondents, 62 families don't have any girl child. 130 families have 1 daughter, 57 have 2, 20 have 3 and 13 families have 4 daughters.

Table 4.7.11 – Age Structure, Education and Occupational Pattern of the respondent's Daughters

	Frequency	Percent
Age Structure of the Respondent's Daughter		
0 – 4	12	3.3
5 – 9	78	21.7
10 – 14	91	25.3
15 – 19	90	25.1
20 – 24	59	16.4
25 and above	29	8.1
Total	359	100.0
Level of Education		
Illiterate and can sign only	5	1.4
Primary (up to class v)	158	44.0
From class vi to viii	52	14.5
Class ix to H.S,C	64	17.8
Up to graduate	7	1.9
Post graduate	2	0.6
Not yet student	71	19.8
Total	359	100.0
Pattern of Occupation		
Service	2	.6
Garment/industry worker	19	5.3
Student	211	58.8
No work	3	.8
Child	67	18.7
Married	57	15.9
Total	359	100.0

Source: Field Survey, September 2002

The age structure of the respondent's daughter is shown in the age structure part of table 4.7.11. It shows that 25.3% of the daughters are in the age range of 10 – 14 years old.

Age Structure of Respondent's Daughter
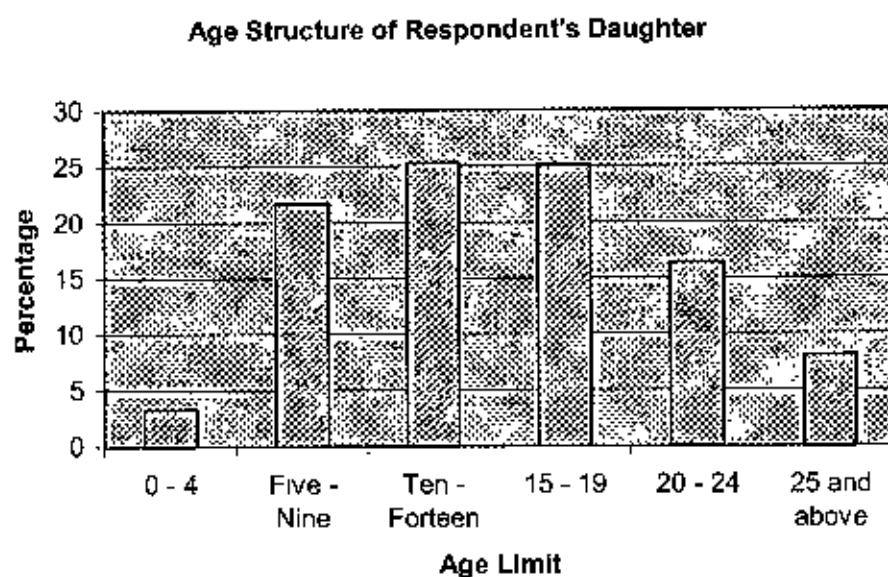
Fig 4.7.2 Age Structure of Respondent's Daughter

In the study area most of the respondents send their girl child to the school. The parents try to give their girl child a minimum education of at least till primary level. Table 4.7.11 shows the overall picture of the girl child's status in the study area. 58.8% daughters are student of different level. 44% of them are the students of primary level. Some of them are still studying in the primary schools and some of them have stopped their education after completing their primary level. Only 1.9% and 0.6% girl children have moved into graduate and post graduate level respectively. 15.9% are married daughters and among them most have the primary education. Only 5.3% daughters earn for their family as garments and industry workers.

Table 4.7.12 shows that among 359 girl children of the respondents, 211 are students. 118 daughters are in the primary level and 47 are in the category of class ix – H.S.C. 2 daughters are in the level of graduate and postgraduate and doing service. 57 of

them are married and among them 28 have the primary education and 14 of them are married while they are in the level of class ix to H.S.C

Table 4.7.12 - Relationship between the Educational and Occupational Status of Respondent's Daughter

	Status of Daughter							Total
		Service	Garment/ Industry worker	Student	No work	Child	Married	
Education of Daughter	Illiterate and can sign only		1		1		3	5
	Primary (up to class v)		12	118			28	158
	From class vi to viii		3	37			12	52
	Class ix to H.S.C		3	47			14	64
	Up to graduate	1		6				7
	Post graduate	1			1			2
	Not yet student			3	1	67		71
Total		2	19	211	3	67	57	359

Source: Field Survey, September 2001

Table 4.7.13 - Safety of Daughter

	Frequency	Percent
Satisfactory	212	70.7
Unsatisfactory	5	1.7
Not Applicable	83	27.7
Total	300	100.0

Source: Field Survey, September 2001

From table 4.7.13, it is clear that 70.7% parents are satisfied with their daughter's safety in the study area, while they are out of home for school and workplace. Table 4.7.14 shows that 49.9% respondents feel that their girl children get good attitude from their school. Most of the parents are interested to educate their daughter because they got some facilities from Government. It can be understood from table 4.7.15 that 28.3% girl child gets Government provided facilities, which is free education for girl child till class viii. 18.7% girls do not get any facility because they are in above class viii and some of them studies in private schools.

Women's Participation in Urban Governance: Chap-4

Table 4.7.14 - Attitude for Girl Child in School

	Frequency	Percent
Good	148	49.3
Not applicable	152	50.7
Total	300	100.0

Source: Field Survey, September 2002

Table 4.7.15 - Facilities for Girl Child

	Frequency	Percent
Govt. provided facilities	85	28.3
School provided facilities	7	2.3
N.G.O provided facilities	1	.3
Not applicable	151	50.3
No facility	56	18.7
Total	300	100.0

Source: Field Survey, September 2002

Some parents complained that though the education is free for the girl child but only they don't have to pay the monthly fees. But the schools are taking a lot of money as annual charges and for books and copies. So, some times they cannot continue to provide the education to their child and especially, the girls are being the victim of this problem.

4.7.4 Physical and Environmental Condition of the Study Area[*]

Table 4.7.16 - Road Condition of Tongi Pourashava

	Frequency	Percent
Satisfactory	99	33.0
Can be used (lots of holes and cracks)	130	43.3
Poor	71	23.7
Total	300	100.0

Source: Field Survey, September 2002

[*] Some pictures have placed as Annex II to show the physical and environmental conditions of Tongi Pourashava.

Tongi Pourashava is an industrial area. For that reason roads are pretty much satisfactory and can be used. The statistics in table 4.7.16 shows that 43.3% respondent's answered that the roads are in the medium range, which is the road can be used but need repair and renovation. 33% females are satisfied with the roads they use and 23.7% said that the roads they have to use for day-to-day life are poor. Some of them said that if there is any house in the area belongs to any influential person the road become automatically satisfactory by construction or repaired overnight. But the other sides become ignored as usual.

Table 4.7.17 – Existing Water Service Facilities in the Study Area

	Frequency	Percent
Supply	164	54.7
Tube well provided by NGO	38	12.7
Own tube well	25	8.3
Other	5	1.7
Tube well provided by Land owner	68	22.7
Total	300	100.0

Source: Field Survey, September 2002

In the study area 54.7% respondent's houses are covered with the supplied water. In table 4.7.17 it shows that, as most of the respondents live in rented houses, 22.7% of them use tube well provided by landowners. 12.7% respondents use tube well provided by NGO. Pourashava cannot provide supplied water to the whole area. Though it is an urban area but use of tube well is a common scene in this area.

Table 4.7.18 – Availability of Gas in the Study Area

	Frequency	Percent
Yes	201	67.0
No	99	33.0
Total	300	100.0

Source: Field Survey, September 2002

Gas is the most important energy for cooking. Females face problems if there is no gas supply in house holds level. Pourashava is the only organization in the area, which supply and manage this resource. In table 4.7.18 it is shown that among the respondents' 67.0% households have the gas supplies. Rest of them uses heater, burn wood, paper, trash, etc. for cooking.

In table 4.7.19, it is shown that 47.3% sanitary facilities are given by the landowner of the respondent's. 13.3% sanitary infrastructures are provided by NGOs and 25.3% respondent's uses their own provided facilities.

Table 4.7.19 – Sanitary Facility Proving Organizations in the Study Area

	Frequency	Percent
Provided by govt.	6	2.0
Provided by NGO	40	13.3
Provided by land owner	142	47.3
Owned	76	25.3
Other	36	12.0
Total	300	100.0

Source: Field Survey, September 2002

Table 4.7.20 - Water Logging Situation in the Study Area during Rainy Season

	Frequency	Percent
Very much	98	32.7
Does not stand for a long time	190	63.3
No water logging at all	12	4.0
Total	300	100.0

Source: Field Survey, September 2002

Water logging is not a major problem of the study area as off. In table 4.7.20, it shows that 32.7% respondents complained about severe water logging in their area during rainy season. 63.3% respondents answered that water do log in their area during rainy season, but it does not stands for a long time after the rain. Pourashava

does not really taking care of these things properly, but the drainage system of Tongi area is naturally been taken care of. According to some of the respondents, if Pourashava does not take care of the drainage system during developing a new area, it will become a major problem like Dhaka city and become the situation worse than that very soon.

Garbage disposal system is totally absent in most of the area in Tongi Pourashava. From table 4.7.21, 4.7.22 and 4.7.23, the overall picture can be described. 85.7% of the respondents of the study area don't use any dustbin for trash disposal. They dispose their garbage on roadside, ditches, open spaces, unused public property etc. For this reason, environmental pollution is increasing rapidly and sometimes there is out bread of diseases (air and water borne) because of unhealthy and unhygienic condition of this area. Encroachment of roadways by disposal of garbage on the roadside is a major problem of the study area and 41% respondent complained about this problem. Though the area is under Tongi Pourashava but still they are not doing the waste management program efficiently.

Table 4.7.21 – Habit of the Respondents for Using dustbin in the Study Area

	Frequency	Percent
Yes	43	14.3
No	257	85 7
Total	300	100.0

Source: Field Survey, September 2002

Table 4.7.22 - Waste management system in the Study Area

	Frequency	Percent
Satisfactory	3	1.0
Unsatisfactory	297	99.0
Total	300	100.0

Source: Field Survey. September 2002

Table 4.7.23 - Problems due to Improper Disposal of Solid Waste

	Frequency	Percent
Blockage of open drain with waste	46	15.3
Clogging of sewer line with waste	33	11.0
Encroachment of roadways by disposal of garbage on road	123	41.0
Offensive odor from uncollected waste from drain or dustbin	44	14.7
Mosquitoes and flies due to unplanned waste disposal	54	18.0
Total	300	100.0

Source: Field Survey, September 2002

Some of the respondents said that as long as they complain or request to the associated person of Pourashava they do not even bother to come and clean the garbage disposed in the roadways. 99% of the respondents are unsatisfied with the unplanned waste management system of the area. There are no places reserved by Pourashava to dispose garbage. Even Pourashava did not taken any initiatives so far to place sufficient dustbins, garbage boxes etc. on the roadside to improve the garbage disposal system of the study area.

Table 4.7.24 – Recreational facilities for girl child in the Study Area

	Frequency	Percentage
Yes	288	96
No	12	4
	300	100

Source: Field Survey, September 2002

96% of the respondents of the study area, from table 4.7.24, find their girl child deprived of recreational facilities. Not only for their girl child, their boys even don't have any particular recreational facility as there is no play lot or parks in the study area. The boys don't have any playground, though they manage to play in some empty places here and there left for the constructions or someone's private property or school fields. But for the girls especially for the teenagers, the scenario is worse.

They can't just go and play to an open insecure place, left here and there, for the social condition of the study area.

The situation is alarming as the young generation can be deviated in absence of normal recreational facilities.

Table 4.7.26 – Environmental of the Local Shopping Centers for Female Population

	Frequency	Percent
Have to have a male companion	223	74.3
Don't go to market here	77	25.7
Total	300	100.0

Source: Field Survey, September 2002

In table 4.7.26 it is shown that 74.3% of the respondents can go by themselves to the market for grocery or any kind of shopping. In the local area, female population does not go alone to the shopping centers for social reasons. They must take someone with them and have to have a male companion.

In the case of grocery the male partner of the family do this job normally. But female are not comfortable here to go to the markets or Bazaars if needed.

4.7.5 Health Facilities for the Local Women in the Study Area

Table 4.7.27 - Health Facilities in the Area

	Frequency	Percent
Govt. Hospital	92	30.7
Private Doctors	168	56.0
NGO hospital	38	12.7
Other	2	.7
Total	300	100.0

Source: Field Survey, September 2002

In Tongi Pourashava there is only 1 Government hospital. According to the statistics from table 4.7.27 only 30.7% respondents go to these hospitals for health problems. 56.0% respondents go to private doctors according to their income level and they manage to take the best from the area or outside the study area. The high-income group of respondents goes the doctors and clinics in Uttra, Mahakhali or any place of Dhaka city for their health problem. People who cannot effort to a private doctor or clinic goes to Government hospitals, as because these hospitals are not very clean, don't have modern and efficient laboratory facilities and doctors do not pay much attention for poor patients. Only 12.7% patients are provided health facilities by NGO's, from which most of them are involved with those particular NGO organizations.

Table 4.7.28 – Women are Getting Health Facilities in the Study Area

	Frequency	Percent
Yes	69	23.5
No	162	55.1
Very little	63	21.4
Total	294	100.0

Source: Field Survey, September 2002

Table 4.7.29 - Providing Organisations of the Health Facilities for Women

	Frequency	Percent
Government.	65	48.9
NGO	44	33.1
Others	24	18.0
Total	133	100.0

Source. Field Survey, September 2002

In the study area most of the hospitals or health clinics do not have any extra facilities for women. From table 4.7.28, 4.7.29 and 4.7.30 it can be said that only 23.5% respondents answer that the health clinics are providing facilities exclusively for female and 33.1% female said that they are getting treatment provided by NGOs.

Table 4.42 shows that 55 respondents answered that there are very little facility for women in the Government hospitals and 43 females said that NGOs are providing different types of health facilities for local women. 16 of them go to different private clinics, which have women section or to the female doctors out of the study area. In the study area it can be said that NGO's are the principal health care provider for local women, especially who are from the low income group. Sabuj Chata(in a very little scale), which is a Government organization, Surjer Mukher Hashi, TEREDAS, etc. NGO organizations are working in the study area for women and children health.

Table 4.7.30 - Facilities for women in health sector and their provider in the study area

Provider of the health facilities for women		Govt.	NGO	Others	Total
Facilities for women in health sector	Yes	10	43	16	69
	Very little	55	1	7	63
Total		65	44	24	133

Source: Field Survey, September 2002

Health Facility Praiding Organisations in the Study Area for Female Population
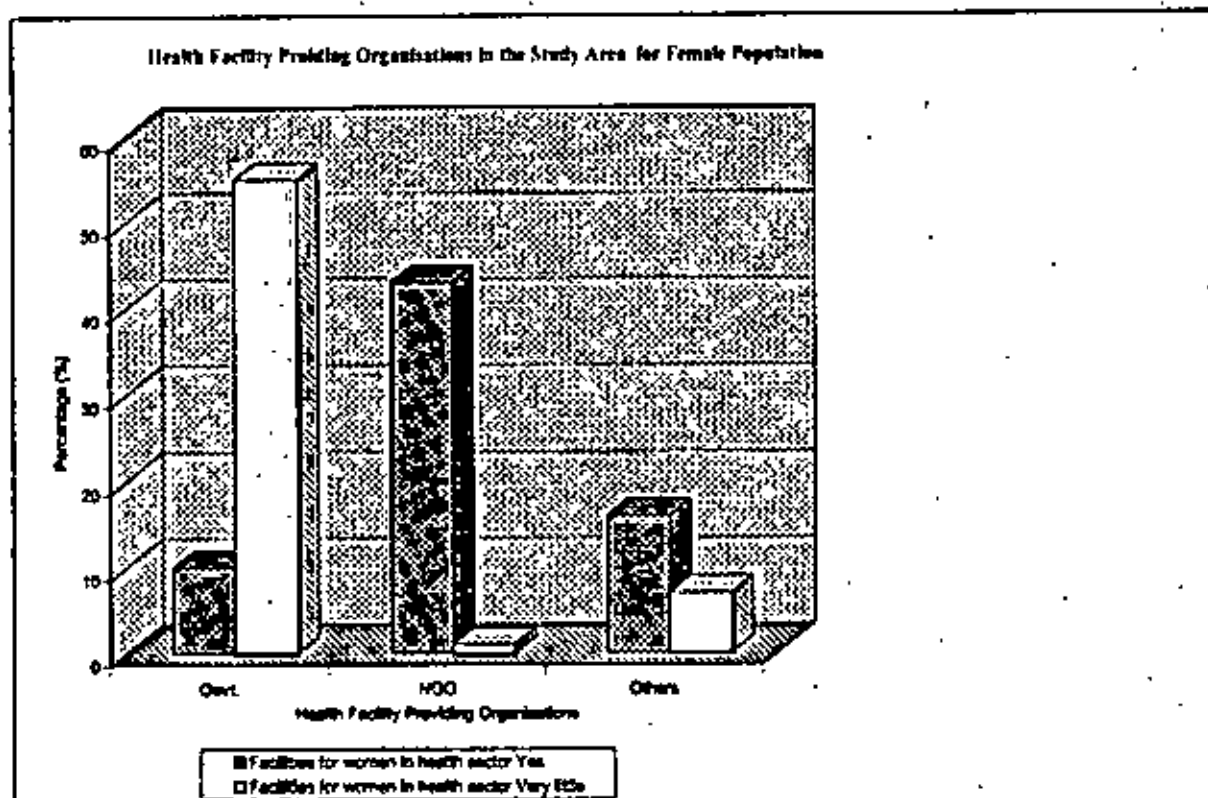
Fig 4.7.3 – Health Facility Providing Organisations for Women in the Study Area

4.7.6 Respondent's Concept about the Women Commissioners of the Study Area

Table 4.7.31 – Women Getting Help in the Area

	Frequency	Percent
From local people	125	41.7
From male commissioner	61	20.3
NGO	51	17.0
Never need any help	42	14.0
Solve personally	21	7.0
Total	300	100.0

Source: Field Survey, September 2002

Local women in the study area are normally very friendly with their neighbors. So, if they face any problem regarding social or personal life they do discuss it with them. From table 4.7.31, it has been shown that 41.7% of the respondents get help from local people, which are their neighbors or relatives living in the area. 20.3% respondents get help from male commissioner regarding their social problems. The

Women's Participation in Urban Governance: Chap-4

families who have their own houses mainly discuss their problems regarding their houses, roads, different types of taxes etc. 17% of the respondents get help from the NGOs with which they are involved.

Mostly low-income group of families go to the NGO's for help, especially for financial help. Local people, especially females, do not even know that there is women commissioners in the Government level to help them, they don't know what kind of problems can be discussed with the women commissioners and what to except from them.

Table 4.7.32 - Attending any meeting

	Frequency	Percent
Provided by NGO	91	30.3
Provided by women commissioner	5	1.6
No meeting is arranged	205	68.1
Total	300	100.0

Source: Field Survey, September 2002

It has been seen from table 4.7.32 that in the study area majority of the responded reported they don't attend any meeting regarding their problems, only 1.6 percent respondent have meeting sometimes with the women commissioner of the respective area. Most of them reported are either with well economic background or socially known. 30.3 percent respondents, involved with any NGO attend meeting with NGO personals, which includes in the NGO curriculum.

Table 4.7.33 - Aware of female ward commissioner

	Frequency	Percent
Yes	17	5.7
No	272	90.6
Got help from her when it was needed	11	3.7
Total	300	100

Source: Field Survey, September 2002

Women's Participation in Urban Governance: Chap-4

Above 90 percent of the respondents don't even know the women commissioners of their area. Most of them even don't know the responsibility of these women commissioners, where there is already an elected male commissioner for each ward. They can hardly remember, when asked, that they had voted for these elected women commissioners. They are not sure for what type of help they can except from these commissioners. Some of them know that there is a women commissioner and people from 3 wards had voted for her. 3.7 percent got help, as they are associated with any kind of influential.

The first approach of TUGI recommendation *"Primary Indicators: The Report Card*"* can help assessing the perceptions of the main stakeholders about city Governance. We can relate this with our study – local women are considered as the main stakeholder of the city in this case. The questionnaire used for this study contains some qualitative indicators selected to promote a quick generalized assessment of the performance of municipal administrative systems, specially the performance of women commissioners of the Tongi municipality. The only thing missing here in this study is, it has not followed the main rule of TUGI recommendations very precisely. But from the analysis above it can be stated that the local women are not aware of the performance of the urban municipality and their systems. The local women do not have the idea about the problems of the pourashava as well as the area and even they do not know how and to whom they should express their real problems which they are facing in day to day lives. They do not have the proper concept or education to know their rights or the benefits they could get from the municipality, from the women commissioners or from the civil society (such as NGOs working in the study area) except for getting some credit from NGOs.

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* Note. In chapter 2 the indicators of Urban Governance have been explained in detail

CHAPTER 5:

STATUS OF WOMEN
COMMISSIONERS
IN THE STUDY AREA

5.1 INTRODUCTION

If the urban governance system is analyzed in Bangladesh it is evident that three sub - systems are in operation.

Table 5.1.1: Different Sub - System of Urban Governance (Mohit and Ishrat, 2000).

Urban Governance	Government Organization	National (Policy Formulation)
		Local Level (City Corporation, Pourashavas and all other service organizations)
	NGOs	National Level (Policy formulation)
		Local Level (Works in local areas)
	CBO's	(Perform at local / area level. Often corresponds with government through NGOs)

In the study area, the brunches of some NGOs are working towards the development of the socio-economic conditions of the local people/women. The head offices of these NGOs are located in Dhaka. The women employees, working in the local level NGOs cannot involve themselves to the decision making level. These women have their code of conduct and particular responsibilities for their posts towards which they just continue to do their works. They can incorporate the problems and prospects of the local women and send reports to the head offices. At best, they can sometimes suggest some of their ideas as to how to get local help for coordinating their works effectively This can be said that the female employers of the local NGO's are in the *consultation* level of the participation ladder, which is still the token of ritual.

Only women commissioners of the Tongi pourashava are considered as decision making bodies here and surveyed them for the study. In this connection, this chapter deals with the functions and funding source of the Pourashabha as well as the women commissioners of the study area. The social and family backgrounds of these female commissioners are also some points that have been tried to be brought in the following parts of the chapter. The findings from this chapter can give a broader picture of every women commissioner in most of the Pourashabhas of the country. Policy makers can focus on the problems of both female commissioners and local

people who need to have an interactive association with each other. The findings will help the policy makers to take some positive steps to solve their problems.

5.2 STATUS OF WOMEN IN DECISION MAKING LEVEL IN THE STUDY AREA

5.2.1 General Information of Women Commissioners

Table 5.2.1 - General Information of Woman Commissioners of Tongi Pourashabha

Sl. No.	Ward No	Commissioner's Name	Age	Marital Status	Educational Status	Other occupation	Income (in Taka)
1	1, 2, 3	Keya Sharmin	30	Married	B.A.	Teacher of Tongi Pilot School (full time) and Mohila Collage (part time)	4700
2	4. 5, 6	Rakhi Sarkar	45	Married	Below S.S.C	House wife	1200
3	7, 8, 9	Hamida Begum	35	Married	Below S.S.C	Sewing teacher	3200
4	10, 11, 12	Firoza Akhter	35	Married	B.S.C / L.L.B	Teacher of Tongi Mohila Collage (full time)	7200

Source: Field Survey, September 2002

In Tongi Pourashabha, there are 12 wards and there is one female commissioner in 3 words. In that case it can be said that participation level is 100%. All of them are above 30 years of age and all are married.

2 of them are below S.S.C and rest 2 has completed their graduation. One of them has L.L.B degree with her B.S.C. So, high education is not a requirement for the post of commissioner, as 50% of them are below S.S.C.

Female commissioners get 1200 Taka from Pourashabha as an honorary allowance. The commissioners, whose education level is below S.S.C, one of them is housewife in occupation and another gives training to local females on sewing. She is a sewing teacher and earns 2000 Taka per month. The commissioners with graduate degree are teachers in school and collage of the area. One of them earns 4500 Taka and another earns 6000 from that job.

5.2.2 Family Status of the Women Commissioners in Tongi Pourashabha

One female commissioner's house hold size is 5 but her daughter is married and does not live with them. She is house wife and her family income is very high. Her husband and two sons are involved in same business. Her family background is very strong and has a good economic support, which influence her to come in this job.

Table 5.2.2-A - Family Status of women commissioners in the study area

Sl. No.	Respondent's relatives	Age	Education level	Occupation	Income (Taka / Month)
1.	Husband	35	M.A	Service (Grade I officer of IFIC Bank)	18,000
	Son	8	Class II	Student	----
	Daughter	4⁺	-	Child	-----
2.	Husband	55	S.S.C	Business	1,00,000
	Son	28	H S.C.	Involve in family	
	Son	25	H.S.C.	business	
	Son	22	H.S.C.	Student	------
	Daughter	21	S.S.C	Married	------
3.	Husband	40	Below H.S.C. S.S.C.	Service	5000
	Daughter	16	Class II	Student	------
	Daughter	16		Student	------
4.	Husband	38	M.A / LLB Class I	Advocate	25,000
	Daughter	5	-	Student	-------
	Daughter	3		Child	-------

Source: Field Survey, September 2002

Other 3 female commissioners have their household size of 3 each, which is very standard. One of them has one son and one daughter and rest of them have 2 daughters. From these three female commissioners' two of them are well educated and have personal earnings as they are in the teaching profession besides working in the Pourashabha.

Husbands of both female commissioners are Postgraduate. One is doing service in a very good position and he earns 18000 Taka. The other one is an advocate and earns around 25,000 Taka. Both of them have only two children and they themselves are also earning personally Both of them have one school going child who are in primary level and another are still infants.

From Table 5.2.2, it can be said that both of them are from high-income level and also both have well educated background. Two most important indicators are positive for them to come in this post.

The last one is not from a well-educated background or from a high-income group. But it is the truth that people vote for her and she is in this position. Her husband does service and earns 5000 Taka. She also has two daughter and both of them are student. She does earning but that is very little to maintain a family. The family status does not permit her to come in this post, but she is there as she has lot of confident on her.

5.2.3 Social Status

Table 5.2.2 - Social Status of the Women Commissioners of the study area

Sl. No.	Property owned by the respondent	Property owned by respondent's husband	Property owned by respondent's father
1.	Own house in Tongi town	Home, Land, Pond	Home, land
2.	Own house in Tongi town	Market in Tongi town and house and land in their village	House and land in their village
3.	Nothing	House, vegetable garden, fishpond, small piece of land in his village.	Land in Tongi town
4.	Own house and land in Tongi town	House in Tongi Town, house in Dhaka and land and house in his village	House and Market in Tongi town and land and house in his village

Source. Field Survey, September 2002

Most of the respondents have their own home in Tongi town. They are from well off families. Most of their husband's family and father's family are quiet wealthy. They got financial support during election from their family. So, it was easy for them to get position. One of them is not very strong financial background, but though she got help from her other influential family members.

Table 5.2.3 – Factors that helped the women commissioner to achieve this position

Factors	Response
Encouragement from family members	**4**
Responsibility towards the society	3
Firm personal conviction along with co-operation from local people	2
Economic solvency	--

Source: Field Survey, September 2002

Female commissioners of the Tongi area are influenced by some factors to achieve this position. Here in table 5.2.3, multiple answers were found for different factors. Family encouragement is the main factors for which all the respondents competed for the position. Most of the respondents have a wealthy family status. Besides, all of them have some influential relatives in the area, who backed them to achieve this position. 3 positive answers were there for the factor responsibility towards the society.

Table 5.2.4 - Involvement with any cooperative organization

Sl.	Involvement with cooperative organization
1.	Cultural organization (Shanskritik Jot)
2.	Nothing
3.	PROSHIKA, BIRDO, AASHA
4.	Cottage Industry of the Area

Source: Field Survey, September 2002

Most of the respondents are involved with some organizations, which are working in the area. PROSHIKA, AASHA, Cultural group etc. are the organizations where the women commissioners are involved to work for the local people.

Table 5.2.5 – Facilities, which are available with the job as a decision-maker

Facilities	0
No facility	4
Provision for Office Space	
Have office space	0
Don't have any office space	4

Source: Field Survey, September 2002

The women commissioners do not get any facility as a decision – maker. As, this is an honorary job; they don't have any facility with the job, which are available with any government job.

All the respondents of Tongi Pourashabha answered that they do not even have any permanent office space in the pourashava. Instead of that they have to come to the Pourashabha daily to report to the Chairman of the Pourashabha. They also informed that the option of getting an office space is on process, which may bring a positive result for them.

Table 5.2.6 – Obstacles faced by women commissioner

		No Criticisms (Get Help Instead)
Criticism	From family	4
	From society	4
	From colleagues	4
		Don't face any Problems
Barriers	Social	4
	Religious	4

Source: Field Survey, September 2002

Women commissioners don't face any direct criticism from their family, society or from their colleagues. They get full support and help from their family for taking any decision.

5.2.4 Analysis of the Feedback from Women Commissioners of Tongi Pourashabha in Comparison with the Urban Governance Indicators

The following table (table -5.2 7) gives a picture of the situation and capabilities of women commissioners of the study area in comparison with some of the indicators of good Urban Governance. The indicators, explained in table 2.43.2 of Chapter 2, can be related with some of the responses of the women leaders/ commissioners.

Table 5.2.7 – Analysis of the Findings on the Basis of the Indicators of
Urban Governance

Indicators:	Findings from the responses from Women Commissioners of Tongi Pourashabha
Accountability	▪ Women commissioners do not have the access to prove themselves whether they can use the Pourashabha's funds, property, manpower and other resources efficiently and economically. ▪ They don't even have the provision to take part in any kind of participatory and decentralized activities in the planning and implementation of programs / projects independently to help the local people or to help developing the urban area.
Management Innovation	▪ There is no system to determine local people's needs and wants. There is no telephone hotline or public forum facility for the women commissioners to survey the needs of local people in Tongi Pourashabha. ▪ There is no method to allow citizen participation in planning and implementation of plans, programs and projects, e.g. consultative council meetings, public hearings, etc in the study area. ▪ The system for monitoring to determine that goals and desirable social ends of the programs/projects, which are attained and delivered to targeted number of beneficiaries is totally absent in the study area. ▪ There are no procedures to ensure fair and swift action on suggestions, criticism, etc. by the local public. ▪ There is a lacking in the availability of information to the local public of Tongi Pourashabha to give feedback on how the local government's responds to demands expressed by the constituents in the pourashabha.
Public-Private Partnerships	▪ There is a joint involvement of pourashabha with CARE – Bangladesh in planning, funding and implementation of a particular project named "vulnerability analysis project of Tongi Pourashabha".
Local Govt. – Citizen Interaction	▪ For women commissioners of the study area there is no mechanism that allows them to consult with the local women population/ voter on various local concerns. ▪ Local government never informs the citizens of the Tongi area about any development projects, which are taken to improve the socio-physical condition of the area. But in case of any construction activities, some times the independent contractors provide a notice board in the project site to inform local people about the name and time-frame of their project.
Networking	▪ There is no Exchange of expertise and training for the women commissioners in the study area.
Human Resource Development	▪ The coverage of policies designed to improve the different aspects of local women's position or their quality of life is totally absent. ▪ There is no training program to improve the capabilities of local government personnel, especially in the commissioner level

5.3 FUNCTION OF URBAN LOCAL GOVERNANCE

5.3.1 Functions of Urban Local Government

Generally the functions of the Paurashavas and Corporations are similar in nature in description. However there is one important difference between the two types of municipal bodies in respect of functions. In the Paurashrava Ordinance, the functions are categorized as compulsory functions and optional functions, whereas such classification of functions has avoided in the Corporations Ordinances. The Pourashabha functions are many b;ut its resources are too limited. In practice, they cannot perform all the compulsory and optional functions as written in the ordinance due to acute paucity of funds, poor and irregular collectin of taxes, non-realisation of taxes from government, semi-government and autonomous offices for years together and insufficient government grants. Thus, due to financial constraints, the Pourashabhas, in reality, perform the following functions only:

Functions of Paurashabhas in Actual Practice

Construction and maintenance of roads, bridges, culverts, etc.,

Removal collection and disposal of refuse,

Provision and maintenance of street lighting,

Provision of water supply,

Construction and maintenance of community and shopping centres,

Provision and maintenance of graveyards and cremation grounds,

Eradication of mosquitoes,

Registration of births, deaths and marriages,

Maintenance of slaughterhouses,

Control over private shopping centres,

Provision and maintenance of parks and gardens,

Naming of roads and numbering of houses,

Provision of public toilets,

Apart from the functions stated above the pourashabhas are responsible for few additional functions as well, they are *issuance of different kinds of certificates* and *functions regarding judicial jurisdictions* through formation of a Conciliation Board.

5.3.2   Functions of Civil Society

Working with local government

In keeping with a worldwide trend towards decentralization and power devolution, transparency in local government has become a growing focus of national chapter activities. As our chapters embrace this agenda, approaches are being developed that can be adapted to local conditions and shared within the TI movement. More than a dozen chapters in Eastern Europe, Asia, Africa, Latin America and the Middle East have undertaken local government projects. These new approaches range from promoting transparency at the local level through town hall meetings and hearings to developing standards of conduct for local officials and using service delivery score card surveys at the local level. Local NGOs and interest groups can form coalitions and collectively monitor a municipality's performance and raise its standards. In Asuncion, Paraguay, the national chapter is developing a framework to monitor the privatization of the capital's refuse collection services. As part of its national integrity strategy, the TI chapter in Kenya is building a coalition that would include local neighborhood associations and an NGO devoted to combating corrupt land transactions. Recently, the historic city of Bhaktapur in Nepal entered into a transparency agreement with TI Nepal involving the use of a no-bribery pact applying to all municipal contracts as well as greater transparency and civic participation in municipal dealings. The idea has caught the attention of several other mayors in Nepal and three other municipalities are now following suit with similar agreements.

As an indication of its leading contribution to local government transparency reform, TI has been asked to become a member of the steering committee for a worldwide campaign for better urban governance sponsored by the UNCHS (Habitat). This is one of two campaigns being organized by UNCHS in which corruption will figure prominently. The other will focus on land rights for the urban poor. This involvement is expected to provide TI with access to a broader network through which it can disseminate its message and a further forum where ideas and best practice can be exchanged.

Table 5.3.1 - Components and Functions/activities of Civil Society (Hye, 1998)

Sl.	Types	Activities
1.	Media (Press, Radio, TV)	Public opinion forming, information dissemination, entertainment, etc.
2	Trade Unions	Collective bargaining, awareness creation among members about their rights and public policies relating to them.
3	Professional Bodies	Maintaining high standard of the profession, protecting the rights of the members, promotion of interests.
4	Private Voluntary Organization	Advocacy of social change in particular areas, provision of limited public goods to their clientele (credit, primary, health, adult literacy, etc.) manufacture and distribution of consumer goods to members of the public (milk processing, fisheries. textiles, etc.) protection of the rights of disadvantaged groups (e.g. minorities, tribal people, destitute women, street children, etc.).
5	Sports and Cultural Bodies	Promotion of sports and culture through the activities of their members.
6	Social Welfare Organizations	Promotion of social welfare of members or limited clientele in particular areas through voluntary services of various types.

5.4 FUNCTIONS OF WOMEN IN THE STUDY AREA

Functions of women in the Pourashabha are not specified. But they do follow the compulsory and optional functions, which are specified for urban local Government.

In the study area, the women Commissioners have make decisions in road construction, road and drain renovation, constructing of butcher shop and VGF Program, coordination (BICHAR – Shalish) in the study area.

5.5 FUNDING SOURCES OF URBAN GOVERNANCE

5.5.1 The Sources of Income of a Paurashrabha

The general sources of income of a pourashabha or a corporation in Bangladesh are as follows:

1. The proceeds of all taxes, rates, fees and other charges levied by the Paurashabaa under this ordinance,

2. All rents and profits payable or accruing to the Paurashava from the property vested in or managed by the Paurashava,

3. All sums received by the Paurashava in the performance of its functions, under this ordinance or under any other law for the time being in force,

4. All sums contributed by individuals or institutions or by any local authority,

5. Alf receipts accruing from the trusts placed under the management of the Paurashava.

6. All grants made by the Government and other authorities

7. All profits accruing from investments, and

8. Such proceeds from such sources of income as the Govt. may direct to be placed at the disposal of the Pourashabha/Corporation.

5.5.2 Budget of Tongi Pourashabha

**Table 5.5.1- Description of the Funds Received from the Government
To Implement Any Special Project of Tongi Pourashabha** (Tongi, 2001 – 02)
(1999-2000 Fiscal Year)

Sl. No.	Name and Brief Description of Projects	Amount Received from the Government	Amount of the Expense of Current Year or Probable Expense
1	Against Different Projects	5,00,000 Taka	5,00,000 Taka

Table 5.5.2 - Component of the Budget of Tongi Pourashabha (Tongi, 2001 – 02)

2001-2002 Fiscal Year

Sl. No	Description	Budget of Current Year or Corrected Budget (2000-2001)	Budget of Next Year (2001-2002)
A	*Revenue Account*		
	Income of Section One	6,60,40,700	8,78,65,000
	Income of Section Two	17,50,000	37,62,000
	Total Income	6,77,90,700	9,16,27,000
	Less· Revenue Expense		
	Expenditure of Section One	5,38,20,736	5,33,98,100
	Expenditure of Section Two	15,69,970	28,89,830
	Total Expense	5,53,90,706	5,62,89,930
	Grand Total of Revenue Excess	1,23,99,994	3,53.39,070

Sl No.	Description	Budget of Current Year or Corrected Budget (2000-2001)	Budget of Next Year (2001-2002)
B	Development Account		
	Government Grant	75,00,000	2,00,00,000
	Revenue Expense	1.23.99.994	3,53,39,070
	Others	1,10,74,969	4,00,00,000
	Grant Total	3,09,74,963	9,53,39,070
	Less: Development Expense	3.17.24.969	10,12.22,720
	Total Budget Excess/Deficit	(-) 75,006	(-) 58,83,650
	Add: Opening Balance	97,12,689	1,86,95,372
	Ending Balance	89,62,683	1,29,91,722
C	Capital Account		
	Total Income	11,01,57,163	12,00,19,422
	Total Expense	10,04,44,474	10,10,94.050
	Ending Balance of Capital Account	97,12,689	1.89,25,372

Table 5.5.3 - Component of the Budget of Tongi Pourashabha (Tongi, 2002 – 03)
(2002-2003 Fiscal Year)

Sl. No.	Description	Budget of Current Year or Corrected Budget (2002-2003)	Budget of Next Year (2002-2003)
A	Revenue Account		
	Income of Section One	5,79,49,800	11,68,90,470
	Income of Section Two	16,60,000	38,42.000
	Total Income	5,96.09,800	12,07.32,470
	Less: Revenue Expense		
	Expenditure of Section One	4.80.23,649	6.31,61,790
	Expenditure of Section Two	18,70,000	20,77,850
	Total Expense	4,98,93,649	6.52,39,640
	Grand Total of Revenue Excess	97,16,151	5,54,92,830
B	Development Account		
	Government Grant	61,00,000	1,00,00,000
	Revenue Expense	97,16,151	5,54,92,830
	Others	2,62,85,626	9.94,89,405
	Grant Total	4,21,01,777	16,49,82.235
	Less: Development Expense	5,20,00.661	17,439,84,244
	Total Budget Excess/Deficit	(-) 98,98,884	(-) 94,02,009
	Add: Opening Balance	1,93,00.893	94,02,009
	Ending Balance	94,02,009	
C	Capital Account		
	Total Income		
	Total Expense		
	Ending Balance of Capital Account		

5.6 FUNDING ACCESS OF WOMEN DECISION MAKER IN THE STUDY AREA

Table 5.6.1 – Projects and funding source

Sl. No.	Name of the project	Source of funding
1.	Road, Drain and butcher shop repair	Pourashabha Development Budget, which come directly from LGRD and ministry.
2.	Fixing some small problems of Roads and Drains of the area	Pourashabha Development Fund
3.	Repaired some holes and cracks of the local roads	Pourashabha Development Fund
4.	VGF Program, coordination (BICHAR – Shalish)	Pourashabha Development Fund

Source: Field Survey, September 2001

Though the Women commissioners do not have any specific functions, but some times they made their decisions in road repairing, drain and road renovation and renewal of butcher shop etc. Coordinating VGF Program is also a responsibility that one of them has taken.

The funding source for the development work for all commissioners is the Pourashabha Development Fund, which comes directly from LGRD and ministry, but they have the lowest access in that fund. In most of the cases when the budget has to be used up in a particular time frame, then pourashava allocate some fund which to the women commissioners, so that they can use that for the development work and can be elected for the next spell.

CHAPTER 6

WOMEN'S PARTICIPATION LEVEL AND THE PROBLEMS AND BENEFITS OF THE WOMEN COMMISSIONERS IN THE STLUDY AREA

6.1 INTRODUCTION

There is a general absence of political participation by women. The political scene is invariably dominated by men. Women are rarely represented at the local level on the village committees, and therefore have no access to the political process, and their needs are not met, as men are not aware of them. In most cases, the legal framework exists, but the women themselves are unaware of this they lack the necessary information and are not 'politically educated'. In countries where women have equal voting rights, few women are represented in Government and consequently are not being involved in the planning or decision-making process.

In this chapter, the participation level of women in different works has been shown with the help of some statistics. The main focus of this chapter is to provide a clear picture about the status of women's participation in the policy making bodies and the problems and constraints of the women who are in the decision making level of Tongi Pourashava.

6.2 STATUS OF WOMEN'S PARTICIPATION IN VARIOUS PROFESSIONS

The freedom of women to seek employment outside the family is a major issue in many third world countries. The absence of this freedom militates against the economic empowerment of women, and also has many other consequences. Aside from the direct effects of market employment in adding to the economic independence of women, outside work is also causally important in making women have a better "deal" in intrahousehold distribution (Sen, 1990). Needless to say, women's work at home can be backbreaking, but it is rarely honoured or even recognized and certainly not remunerated, and the denial of the right to work outside the home is a rather momentous violation of women's liberty (Kabeer, 1994). Women are always deprived in their social and professional life. Women's participation in decision making level and their political participation at local level in different countries are discussed in chapter three.

In Bangladesh, of 10,97,334 positions in government and semi-government institutions, women occupy only 7.40%, that is, there are only 83,133 women in

government and semi-government employment (ASK, 1997) (barriers and opportunities for women's advancement in the public service are given in box 1). In the primary education sector, 60% of the teaching positions are reserved for women. In reality, only 25% of the teachers in government primary schools are women. No woman has been appointed Superintendent in the police force, and there are very few females in other positions in this service. The following table shows the female participation level in different employments:

Table 6.2.1: The Level of Female Participation in Different Employments

	Total Number	Number of Women
Number of Women Members in the Parliament		
Speaker	1	0
Deputy Speaker	1	0
Chief Whip	1	0
Members	300	5
Numbers of Women Employees in the Government		
President	1	0
Prime Minister	1	1
Ministers	59*	2
Number of 1st and 2nd grade Women Employees in the secretariat (ASK, 1997)		
Secretary Grades		
Secretaries	64	0
Joint Secretaries	295	02
Deputy Secretaries	662	03
Assistant Secretaries	60	02
Total	1084	07

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* Note: The Prime Minister concurrently holds charge of Ministry of Defence, Arms Forces Division, Ministry of Establishment, Cabinet Division, Chittagong Hill Tracts Affairs, Primary and mass Education Division, Ministry of Energy and Mineral Resources and Prime Minister's Office.
Position as on 17-9-2002, Source: Cabinet Division

No of Civil Officers and Staffs by Category[Y] (BBS, 2002)

Category of Officers	Ministry/ Division (actual)	Department/ Directorate (actual)	Autonomous Body/ Corporations (actual)	Ministry/ Division	Department/ Directorate	Autonomous Body/ Corporations
Class I	2051	41434	45872	249	4808	2921
Class II	1815	15453	29950	152	1310	2167
Class III	2323	485542	107045	325	68976	5986
Class IV	2364	119252	78949	264	10494	3044
Total	8553	661681	261816	972	85588	14118

Employed Persons 15 Years and Over by Major Occupation (BBS, 2002)

Major Occupation	Only in	Urban Areas
Professional, technical	611000	203000
Admin, managerial	155000	11000
Clerical workers	664000	68000
Sales workers	2063000	122000
Service workers	849000	426000
Agri, forest and related Fisheries	1015000	300000
Production, transport	62000	4000
Labourers and Others	3276000	832000

[Y] Note. Position as on 1998

Women's Participation in Urban Governance: Chap-6

Table 6.2.2 - Participation Level in Different Sector of Tongi Pourashava

Sector	Male	Female	Total
Administration	15	8	23
Accounting	6	0	6
License	6	0	6
Tax Collection	13	1	14
Decision – maker of Tax	4	1	5
Market	4	0	4
Store	2	0	2
Animal Resource	4	0	4
Health	104	40	144
Engineering	23	0	23
Mechanical	12	0	12
Electricity	9	0	9
Community & Library	4	0	4
Security	13	0	13

Source. Tongi Pourashava, Tongi, Gazipur Budget 2002-2003

In Pourashava, it can be seen from table 6.2.2, that in administration there are only 8 female out of 23 people. Most of them are working in the lower level, only one female is working as an administrative officer in the sector of tax collection, there is only 1 woman out of 5 people. 40 women are working in the health sector out of 144 and most of them are in the field level or in very lower post.

Article 3 and Article 6 (details are in chapter 2) stated the participation rules of women in the pourashava. In the light of these articles, it can be said that there is 100% women's participation in the government level of Tongi pourashava. But in the light of the ladder of the citizen's participation of Sherry R. Arnstein (please see chapter 2 for details), women's participation level in the decision making level of Tongi pourashava is is in the *manipulation* and *therapy* level, which is a non participation level of the ladder. The participation level of the female employees, working in the NGOs located in Tongi pourashava, can be said to be in the

consultation and *placation* category which has termed as degree of tokenism in the ladder.

6.3 PROBLEMS AND BENEFITS OF THE WOMEN IN THE DECISION MAKING LEVEL

The fig 6.3.1 shows the opportunities and barriers of women's advancement in the public services. It can be briefly explained from the situation of the study area of this research. Sending girls to school is an important decision for their parents, specially if the girl is in the age range of 12 – 15. The first interruption for a female to dream for entering in the public service comes to an end from this level.

For a female, who is already in the entry level of her job or in the first step towards making her career, the belief and the attitude of male employers towards their women colleague make the differences. Some time the women do not get the maternity leave properly and she has to quit the job. Some of the respondents, especially some of the women commissioners answered that their male colleagues do not accept that the women can get along with man in every type of professional jobs or in the decision making process. Even the male commissioners, when asked, said that they can take decision for a whole ward of the pourashava and they are very much responsible to develop their respective wards. They think that there is no need for women to represent his ward where this ward constitute one third of her responsibility.

6.3.1 Problems of the Respondents while Working in This Position as Women

In Tongi Pourashava the only position in the decision making level where women have 100 percent representation is word commissioner. In this study they are the respondents and were asked several questions about their problems, constraints and benefits as women decision makers of the study area. They have responded very spontaneously to these questions.

Barriers and Opportunities for Women's Advancement in the Public Service

↑

PROMOTION

↑   ↑   ↑   ↑

Objective Evaluation   Effective Performance   Visibility in Workplace   Opportunities   for
Training

/Profession

STRUCTURAL   **BEHAVIOURAL**

Vertical job segregation		Role Modeling Networking
Horizontal job segregation	**SUPPORT**	Contacts
Salary differentials		Training
Careers. ladders/bridges	House Care	Success Seeking
Promotional rules	Child Care	Risk Taking
Distribution of positions	Orientation	Flexibility
Career planning	Mentors/Sponsors	Positive Attitude Toward Power
Evaluation systems	Collegial Peers	Supervisory Skills
Management by objectives	Solidarity Among Women	Team-Building Skills
Rotational assignments	Women's Organizations	Advance of Stereotyping
Non-discrimination laws	Professional Associations	
	FACTORS IN WORKLIFE	

Women Clustered In Lower Ranks

ENTRY POSITIONS

↑   ↑   ↑

Employers Believe   Employers Provide   Employers Believe
Women Can Get Along   Maternity Leave   Women Can Do
With Men   the Job

Creates Labor Pool of Qualified Women

↑

EDUCATION AND TRAINING

↑   ↑   ↑

Parental Decision to   Availability To   Girls Decision To
Send Girls   Girls of Full Range of   Develop Ambition and
To School   Subjects   Pursue Goals

BASIC SOCIALIZATION TO ATTITUDES AND VALUE

↑   ↑   ↑   ↑   ↑

Media   Family   Religion   Community
Culture

Source: Col, J - M (1991)

Fig: 6.3.1 - Barriers and Opportunities for Women's Advancement in the Public Service

The women commissioners think they face following problems while working as a decision maker of the study area:

1. There is no scope for them to arrange any meeting with local women of the area

2. They are not getting equal importance in the decision making level as the male commissioners

3. There is no direct funding system, which they can use separately for the development work of the area

4. Male colleagues want to manipulate them in every decision related to the development work of the area, as there is one male commissioner for each ward.

5. Being a woman, they can't go to every place, especially at night.

6.3.2 Benefits of the Women in the Decision Making Level

The women commissioners of Tongi Pourashava have responded about the benefits, which they think they could get as a commissioner, are as follows:

1. They can express to related person about the problems of the area as well as the problems of local people.

2. They get respect from local people

3. They get respect from male colleagues

4. At least they can try to work towards solving the problems of the area and the local women and try to put their ideas into the table for the developing the physical condition of the area and for enhancing the quality of local women's life as well.

6.4 OPINIONS TOWARDS WOMEN DECISION MAKERS IN THE DEVELOPMENT FIELD OF THE STUDY AREA

6.4.1 Opinion of the Local Women (Respondents Only) About Women's Participation in the Decision Making Level.

1. There should be more women involvement in all the level of the decision making body.

2. There should be one women commissioner in every ward with their male counterparts.

3. There should be arrangements of meetings (may be in every months) for local women population with women commissioners.

4. They should me honest and cooperative with the local people.

5. There should be direct access for the women commissioners to the fund for arranging any development work

6. Women commissioners should take initiatives to introduce her to the local women and become friendly and reliable, so that local women can express their problems and go to them when needed.

6.4.2 Opinion of the Women Commissioners of Tongi Pourashava about Women's Participation in the Decision Making Level.

1. There should be more women involvement in the upper level of the decision making body.

2. Equal importance and opportunity to work should be given to the women decision maker as the male stuff.

3. Functions of women commissioners should be specified.

4. More participation of women in the decision making level ensures less corruption in the society.

5. There should be direct access for the women commissioners to the fund for arranging any development work

6. Arranging meetings in every week or months with local people or local women can be a strategy to interact and to talk about their problems with the women commissioners.

6.4.3 Opinion of the Male Commissioners and Local Male Population of Tongi Pourashava about Women's Participation in the Decision Making Level.

1. There are male commissioners in each ward of the pourashava, it is not very necessary to elect women commissioner's in addition. All the development work in each ward is supervised by a single number of male commissioners. That

concerned commissioner is taking all the responsibility to solve the problems of local people of that ward. A women commissioner, who is responsible for three wards, can not add any value to her work and commitment to the local people of those pourashavas.

2. Women's participation in the decision making level is required but by giving them the commissioner position of three wards of pourashava really is not a solution.

3. There is no scope to give sole responsibility to any women commissioners towards any development work of the pourashava.

4. The only responsibility the women commissioners can take is to arrange some meetings with local women of her concerned constituency to know the specific problems of the local women of the pourashava and by talking to local women she can also identify what is her actual scope of work and what she can do for the local women of the pourashava.

CHAPTER 7
CONCLUSION

7.1 NEED FOR WOMEN'S PARTICIPATION IN URBAN GOVERNANCE

Women's lives are particularly contextual, embedded in a variety of social and cultural relationships and characterized by the inter-relationship of women's activities with many physical settings. Women's role is defined as the multiple roles, including productive, reproductive and community management roles - the particular nature of which again varies in different societies depending on such things as cultural norms, ethnic and racial origin, religion and economic status.

The basic and ultimate goal of all urban and regional planning is to provide the kind of environment that allows each and every individual in the population to achieve as high a level as possible of quality of life. These needs and expectations include self actualization, health, family life, work, shelter, social relations, income level, safety, environmental quality, social justice and equality. But in Bangladesh, generally urban planning is done by men and the participation of the odd woman planner or the membership of one or two women on a planning committee does nothing to change this fact. Despite the statutory right to equal opportunity, both private planning firms and public planning offices employ essentially men and women are not represented in sufficient numbers in the relevant political bodies. Where "citizen participation" takes place, it is mainly men who get invited to voice their opinions at meetings. All this contradicts our basic constitutional understanding of democracy and equal opportunity. Thus, planning cannot relate specifically to the particular needs and expectations of every individual. However, the opposite policy - of planning for a population that consists of an "average" person - is equally unattainable. Changes in policy or practice contribute to the understanding of the barriers against women's participation in the urban planning process and how to overcome these barriers in order to achieve users' involvement in urban planning decision-making process. It contributes to the change of attitude that urban policies must take into consideration the role and requirements of women. This shifts the focus of all planning work to complex everyday concerns, particularly those of women, which are usually considered trivial and are therefore neglected. When we take a closer look we can see that women, especially, can contribute much that is constructive and indispensable towards sustainable urban development as well as towards good urban governance

The effective representation of women's interests in local government depends on many factors. It depends on the opportunities and motivation of citizens (both female and male) to express women's interests and to make use of instruments of control and co-operation; it depends on the political will and control of their elected representatives (both females and male); it depends on the willingness of private institutions and of industry to actively implement women's interests, and, of course, on the will of the local, provincial and federal administrations to do justice to these interests. Local governments too, should not relinquish the responsibility of ensuring that these goals are achieved. At present, there are far fewer women than men leaders and decision-makers at all levels of public life, whether in national and local government or in neighborhood associations. However, the numbers of women decision-makers are greater at local than central level. Partly because of their absence in decision-making, issues that affect women are often overlooked.

In general, women are better represented at the local rather than at state or national level, although they still remain a minority at all levels of government. Increasing the power of local government involves increasing its access to and control over local resources. Such access and control renders local government more important to local economic and political elites and interest groups who are unwilling to give up control. Energy and expertise of women and men at the grassroots level is brought into the policy-making and planning process. This is not only a question of social justice however. It is also a question of efficiency Women's contribution to urban development can set the course towards the humanization of the working world, towards more democracy and social justice, towards making our towns and cities more hospitable and ecologically compatible for all. Besides, including women in urban governance will definitely make cities and urban neighborhoods work better.

7.2 SUMMARY FINDINGS

Findings of this study, placed below, show the practical status of women population in urban governance of Tongi pourashava on the basis of the analysis from collected information:

7.2.1 Status of Local Women in the Study Area

Education is the most important indicator to understand the social condition of an area. Educated people are more conscious about the whole socio-economic condition and their own status in the society. Most of the respondents of the study area are illiterate and can sign only, which is 43%. The people who can sign only can be also categorized as have knowledge on letters, but it is not always true. They can just draw their name, as they are being taught by somebody. The occupation structure is also an important indicator and can give the picture of the strength of a society. Pattern of occupation gives the picture that 72.3% females are homemakers in the study area. They manage their home, do house hold chores and take care of their children and family. But among them 28% are illiterate and can sign only. In our society wives and daughter in laws are not accepted to go out for earning, especially in the middle and middle high-class families.

Husband's Occupation gives the pictures of respondent's social status. A family's socio economic condition depends on how much the male partner earns. The study shows that 35.2% respondent's husbands are service holder and 18.9% are involved in their own business. In the study area 21.2% respondent's husbands are day labor, which includes rickshaw puller, driver of human haler, conductor, helper of bus, etc.

In the time of decision making, it is noticed that in 44.7% cases from 300 female respondent's family both husband and wives take the decision for their families, though Bangladesh is a male dominated society. It can be said that education and income level are the factors for this result. But most of the cases this figure does not represent that they really do take the decision alone on behalf of their family. During the survey most of the female admit that can take the decision for their family only when they are agreeable to the decision of the husband, that's how they make themselves the part in the decision making process of the family.

The respondents have given multiple answers for the question regarding their facilities which can influence them to go out of home for work. It is shown that 32.0% of the total response is the extra income for which they may go out of home

for work. 29.1% respondents prefer safe work environment and 19.7% want safety of home for going out for work. The women who go to work from the low-income group they definitely go for extra income. Safe work environment or any other factors do not matter to them. But for the women who are highly educated and from a middle to high middle class family does think of safe work environment, transport facility etc.. The main factor for the women from the high-income background is power and social status. From the middle and high-income families it has been seen that wives are not that much accepted to go out for work outside home. This is a social problem of whole Bangladesh, so the study area is not different from that.

The physical condition of Tongi Pourashabha gives a clear idea about the planning process of the municipality. As this is an industrial area, the roads are pretty much satisfactory and can be used. The statistics shows that 43.3% respondent's answered that the roads are in the medium range, which is the road can be used but need repair and renovation. 33% females are satisfied with the roads they use. Some of them said that if there is any house in the area belongs to any influential person the road become automatically satisfactory by construction or repaired overnight. But the other sides become ignored as usual. In the study area 54.7% respondent's houses are covered with the supplied water. 12.7% respondents use tube well provided by NGO. Pourashabha cannot provide supplied water to the whole area. Though it is an urban area but use of tube well is a common scene in this area. Gas is the most important energy for cooking. Females face problems if there is no gas supply in house holds level. Pourashabha is the only organization in the area, which supply and manage this resource. Among the respondents' of the study area, 67.0% households have the gas supplies. Rest of them uses heater, burn wood, paper, trash, etc. for cooking. It is shown that 47.3% sanitary facilities are given by the landowner of the respondent's. 13.3% sanitary infrastructures are provided by NGOs and 25.3% respondent's uses their own provided facilities.

Water logging is not a major problem of the study area as off. 63.3% respondents answered that water do log in their area during rainy season, but it does not stands for a long time after the rain. Pourashabha does not really taking care of these things

properly, but the drainage system of Tongi area is naturally been taken care of. According to some of the respondents, if Pourashabha does not take care of the drainage system during developing a new area, it will become a major problem like Dhaka city and become the situation worse than that very soon.

Garbage disposal system is totally absent in most of the area in Tongi Pourashabha. 85.7% of the respondents of the study area don't use any dustbin for trash disposal. They dispose their garbage on roadside, ditches, open spaces, unused public property etc. For this reason, environmental pollution is increasing rapidly and sometimes there is out bread of diseases (air and water borne) because of unhealthy and unhygienic condition of this area. Encroachment of roadways by disposal of garbage on the roadside is a major problem of the study area and 41% respondent complained about this problem. Though the area is under Tongi Pourashabha but still they are not doing the waste management program efficiently.

96% of the respondents of the study area find their girl child deprived of recreational facilities. Not only for their girl child, their boys even don't have any particular recreational facility as there is no play lot or parks in the study area. The boys don't have any playground, though they manage to play in some empty places here and there left for the constructions or someone's private property or school fields. But for the girls especially for the teenagers, the scenario is worse. They can't just go and play to an open insecure place, left here and there, for the social condition of the study area.

81.7% of the respondents feel safe outside there home in the study area, which is a good sign for these days that the area is secured for the female population. The parents are also feeling secure to send their girl child to school and collages. Except some of the small pockets in the area the whole study area is comparatively safe. 68.3% of the respondents are satisfied with the market environment of the study area. They can go by themselves to the market for grocery or any kind of shopping. But female population does not go alone to the shopping centers for social reasons. They must take someone with them but always does not have to have a male companion.

In the case of grocery the male partner of the family do this job normally. But female are not uncomfortable here to go to the markets or Bazaars if needed.

In the study area most of the hospitals or health clinics do not have any extra facilities for women. Mostly low-income group of families go to the NGO's for help, especially for financial help. Local people, especially females, do not even know that there are women commissioners in the Government level to help them. Above 90 percent of the respondents don't even know the women commissioners of their area. Most of them even don't know the responsibility of these women commissioners, where there is already an elected male commissioner for each ward. They don't know what kind of problems can be discussed with these commissioners and what to except from them. They can hardly remember, when asked, that they had voted for these elected women commissioners.

7.2.2 Status of Women Commissioners in the Study Area

In Tongi Pourashabha, there are 12 wards and there is one female commissioner in 3 words. In that case it can be said that participation level is 100%. All of them are above 30 years and all are married. 2 of them are below S.S.C and rest 2 has completed their graduation. One of them has L.L.B degree with her B.S.C. So, high education is not a requirement for the post of commissioner, as 50% of them are below S.S.C. The last one is not from a well-educated background or from a high-income group. But it is the truth that people vote for her and she is in this position. The family status does not permit her to come in this post, but she is there as she has lot of confident on her.

Most of the respondents have their own home in Tongi town. They are from well off families. Most of their husbands and father both side of the family are quiet wealthy. They got financial support during election from their family. So, it was easy for them to get position. One of them is not very strong financial background, but though she got help from her other influential family members. Family encouragement is the main factors for which all the respondents competed for the position. Most of the

respondents have a wealthy family status. Besides, all of them have some influential relatives in the area, who backed them to achieve this position.

The women commissioners do not get any facility as a decision – maker. These female commissioners get 1200 Taka from Pourashabha as an honorary allowance. As, this is an honorary job; they don't have any facility with the job, which are available with any government job. All the respondents of Tongi Pourashabha have said that they don't even have any office space from where they can conduct their functions. Women commissioners don't face any direct criticism from their family, society or from their colleagues. They get full support and help from their family for taking any decision.

Functions of women in the Pourashabha are not specified. But they do follow the compulsory and optional functions, which are specified for urban local Government. In the study area, the women Commissioners have make decisions in road construction, road and drain renovation, constructing of butcher shop and VGF Program, coordination (BICHAR – Shalish) in the study area. Coordinating VGF Program is also a responsibility that one of them has taken.

In the administration of the Pourashabha, there are only 8 female out of 23 people. Most of them are working in the lower level, only one female is working as an administrative officer in the sector of tax collection, there is only 1 woman out of 5 people. 40 women are working in the health sector out of 144 and most of them are in the field level or in very lower post. The women participation in the decision making level of the study area is very low.

7.3 RECOMMENDATIONS

Some recommendation have been put forwarded after analysing the women's status of the study area in both local and decision making level. Some of the recommendation has come directly by interviewing with the Chairman, Executive Engineer, Urban Planning Officer, Administrative officer and the ward

commissioners of the Tongi Pourashabha. The local women have also given their opinion regarding the active participation of women in the decision making level.

Political Arena:

⇨ There should be more women involvement in the upper level of the decision making body.

⇨ Equal importance and opportunity to work should be given to the women decision maker as the male stuff.

⇨ Functions of women commissioners should be specified.

⇨ More participation of women in the decision making level ensures less corruption in the society.

⇨ There should be direct access for the women commissioners to the fund for arranging any development work

⇨ Arranging meetings in every week or months with local people or local women can be a strategy to interact and to talk about their problems with the women commissioners.

⇨ There should be one women commissioner in every ward with their male counterparts.

⇨ There should be direct access for the women commissioners to the fund for arranging any development work

⇨ Women commissioners should take initiatives to introduce her to the local women and become friendly and reliable, so that local women can express their problems and go to them when needed.

⇨ Women's equal rights in all sectors of development would have to be recognized by the society. A vigorous awareness raising campaign should be launched by all media and cultural apparatus to change the traditional patriarchal attitude to women.

⇨ To ensure the inclusion of women at policy formulation planning and decision making level, more women should be recruited in administration, in the various

ministries, directorates, agencies, corporations etc. the number of women in the cabinet should be increased.

⇨ Women cabinet member should be given important portfolios. Affirmative action should be begin from the top rather than at the level of subordinate employees to ensure women action as ministers , speaker, deputy speaker, whip, deputy leader, secretary to the government and as the key ministries over the next five years.

⇨ It should be ensured that in each ministry at least one fourth of the officers at the level of top three tiers of the hierarchy should be women. Affirmative action must be taken to ensure women's participation in the top administrative training academies.

⇨ Women's political and other human rights should be included in the syllabus of all levels of education. Biographies of successful women politicians should be included in the curriculum.

⇨ The government, women's organizations and NGOs should provide leadership training for women. National Level Training Institutes on government and public administration should be strengthened to facilitate this objective. Women's organizations should be given logistical support.

⇨ Media should play a vigorous role about publicizing gender discrimination.

⇨ For wider dissemination of information on women's status in political, social, cultural and economic arena, a regional centre for women studies should be established.

⇨ To strengthen the women's movement, participation of grassroots women will have to be increased.

In Economic Arena

⇨ Women's equal rights in all phases of social production, equal access to and control over all social resources in the family, community commerce and industry should be ensured.

⇨ Gender-equity in the ownership and control over the material assets (land, income, credit) and natural resources will have to be established.

⇨ Women should be included in the national development planning process. Adequate financial allocation for women's development must be made in national annual and five-year plans.

⇨ To protect and reflect women's interest, seminars/symposia on national budget should be held before budgets are finalized. Women's organizations, NGOs should take such initiatives which should be supported and facilitated by the Government.

⇨ Women's work should be correctly defined.

⇨ Women's equal rights at the work place, regarding recruitment, wages/salary, promotion and training will have to be implemented.

⇨ Women's role as change agents in bringing social transformation should be recognized. All citizens need to be conscientized to bring such social transformation.

⇨ Information and statistics about women's contribution in the productive sector should be collected and disseminated.

Social Arena

⇨ Efforts should be made to improve the socio-economic condition of women through compulsory free education and through providing adequate training and employment opportunities.

⇨ Awareness of self and society should be created through education, health care and employment opportunities for women

⇨ Realization should be built through education that participation in politics gives access to decision making and sharing of resources.

⇨ Legal measures must be taken to effectively remove the social inequities concerning women.

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Questionnaire-1 (for women in the decision making level)

Name of the respondent

Age

Marital Status

Educational Status

Name of the Municipality

Word no.

Organization

Occupation

Income (monthly/yearly)

1. Family Status

Sl. No.	Name of other family members	Age	Relationship with respondent	Education level	Occupation	Income (monthly /yearly) (In Taka)

2. Social Status

2a)

Property owned by the respondent	Property owned by father	Property owned by husband

2b)

Education level of respondent's father	Information about some close relatives of the respondent		
	Relationship with the respondent	Education level of the relatives	Occupation of the relative

3) What are the factors that helped you achieve this position

    A) Encouragement from family members

    B) Responsibility towards the society

    C) Involvement in co-operative organizations

    D) Firm personal conviction along with co-operation from local people

    E) Economic solvency

4) What facilities are available to you with the job as a decision-maker?

    A) Accommodation

    B) Transport

    C) Orderly/ Peon/ Drivers/ Cook/ Domestic help/ security guard Others

    D) Free medical treatment

        a) For you

        b) For your family members

    E) Maternity leave

    F) Others (specify)

5) Obstacles faced by you as a decision-maker

    A) Criticism

        i) From family

        ii) From society

        iii) From colleagues

B) Barriers

        i)   Social

        ii) Religious

        iii) Others

6) Physical Environment

    A) What is the environmental condition of your office?

        a) Do you have waste bins in your office room?

        b) How frequently that is been cleaned?

        c) Do you think your office rooms are clean enough?

        d) Is smoking allowed inside your office room?

        e) How frequently your toilet in the office is been cleaned?

        f) Do you think your toilet is clean enough?

        g) Does your work environment suit you?

        h) Do you feel free to contact with your colleagues/family members in discussing any problem in workplace/home?

        i) Are you comfortable working with your male colleagues?

        j) Do you feel your male colleagues are being jealous of you?

        k) Do you think your male colleagues are trying to ignore your decision and try to put their own decision of you?

        l) Lack of safety at workplace

    B) Does above reasons effect you in any way? State elaborately

7) What are the major sources of income of your organization?

8) What is the level of expenditure of your organization?

9) Name of the project under your responsibilities

A)

Name of the project	Source of funding

B) In which level do you have the scope to take decision?

    á. In the policy level

    b. In the implementation level

    c. In the monitoring level

C) Who helps you while taking decisions?

    a. At Home

        i) Self

        ii) Help from family members

        iii) Help from friends

    b. At Work

        i. Self

        ii. Discuss with colleagues

        iii) Discuss with local women/people

        iv) Inspired by upper level or male colleagues

10) What type of projects do you take to make life better for local women population?

    A) Housing

    B) Health Facilities

    C) Job Opportunity

    D) Transport

    E) Services

    F) Recreation

    G) Environment

    H) Public toilet

    I) Public safety

14) What steps you are taking for the development of your area in the following sector:

A) Waste Management

    a) Methods of waste disposal

        i) DCC

        ii) CBO

        iii) Municipality

        iv) Others

    b) Have you undertaken any programme(s) to encourage and educate local women to dispose their waste properly? If yes, how?

A) Road / Communication

    a) Road improvement

    b) Education on traffic rules and regulations

    c) Sufficient telephone lines

    d) Improvement of

        i) Parks

        ii) Open spaces

        iii) Shopping centers

        iv) Grocery market (bazaar

        v) Post office

D) Drainage

    a) Kutcha

    b) Pucca

    c) Natural drain

    d) Stagnant water during rainy season

E) Services

    a) Adopt programmes for increasing supply of safe drinking water

    b) Getting sufficient electricity

    d) Improvement of drainage system

F) Women's education

    a)

    b)

G) Employment/ training

a)

b)

H) Health services

a) Establishment of new health institutions

b) Improvement of existing organizations

I) Create awareness among people regarding trees, plants, ecology, deforestation etc.

J) Law and order

a) What are the existing law and orders you can control?

b) Improvement of the system, laws and orders

15) In your opinion what are the most important problems/ obstacles in implementing development work?

A) Lack of realistic planning

B) Scarcity of fund and assets

C) Non-participation of local people

D) Limited women participation

E) Lack of sincerity in different levels of people

K) Others

16) What is the process (es) by which

(a) (With government and NGOs)

A) You can coordinate with Government at local and national level / NGOs regarding any project(s)

B) You can collect and deliver full information to respected organizations regarding any project(s)

C) You can co-ordinate with respected/ all the organizations if needed for a project if needed.

(b) (With the local people)

A) You can inform people about the full information of any project being implemented

B) You encourage local women to participate while taking any decision towards development.

C) You can make/ encourage local women to participate in any project in the time of implementation and monitoring.

17) What type of cooperation you expect from the male colleagues to participate in the activities effectively?

A) Expect reasonable behavior and constructive comments

B) Opportunity to speak in different forums

C) Good advice

D) Ensure participation in all meetings

D) Others

18) Do you feel any problem while working in this position, being women? What are the benefits do you think you could get if you would be a male?

19) Give your about women's participation in the decision making level.

Questionnaire-2 (for local women living in the area)

Name of the respondent   Name of the Municipality

Age   Word no.

Marital Status   Occupation

Educational Status   Income (monthly/yearly)

1. Family Status

Sl. No.	Name of other family members	Age	Relationship with respondent	Education level	Occupation	Income (monthly /yearly) (In Taka)

2) Who is the decision–maker in the family?

     A) You

     B) Your husband

     C) Both

     D) Others

3) Are you aware of any organization, which is undertaking significant development activities of the area?

     A) Government agency

     B) NGO/voluntary organization

     C) Local initiative/ personal initiative

     D) Others

4) Are you involved in any of these projects?   If yes, in what capacity

6) What facilities would encourage women to work outside then home

     A) Supplementary Income

     B) Power, Status

     C) Secured home environment

     D) Safe work place

H) Others (specify)

7) What are your present situation on following sectors

    A) Housing

        a) Ownership pattern

            i) Rented

            ii) Owned

            iii) Free

        b) Rent in Taka

        c) Location and street condition

            i) Satisfactory

            ii) Unsatisfactory (specify)

    B) Health facilities

        a) Distance of health care center (HCC) from home

        b) Distance of maternity hospital (MH) from home

        d) Do you go to these hospitals if needed

        c) Do you think the cost of treatment in the HCC and in the MH is affordable

        d) Is there any special department for women in HCC

        e) If no, what type of problem do you face when you go there

    C) Education

        a) Who took the decision to send your daughter to school

            i) You

            ii) Your husband

            iii) Both

            iv) With other's help

        b) Do you feel secure to send your girl child to school

        c) Do you feel that your child is secure inside the school

        d) Do you/your girl child get any special facilities for going to school

        e) Have your daughter ever experienced any discrimination at school

    D) Accessibility

        a) Do you have easy access to the

            i) Grocery store

            ii) Shopping center

            iii) Post office

            iv) Cinema hall

            v) Other

a) Do you feel secure to go out of your home alone

b) Do you feel secured while going to the shopping centers

c) When and where do you think security is needed most in your area

G) Services

    a) What is the source of getting

        i) Water

        ii) Electricity

        iii) Sanitary facilities

    b) Do you have following services

        i) Telephone facilities

        ii) Post office

        iii) Community market

        iv) Community centers

        v) Recreational

        vi) Banking /loan/ credit

        vii) Others

H) Drainage

    a) Is there any Water Stagnancy during rainy season as you know

I) Garbage disposal and waste management

    a) How do you rate the present waste management system

        i) Good

        ii) Fair

        iii) Unsatisfactory

    b) If unsatisfactory, what are the reason

        i) Waste of the area is not removed daily

        ii) Road and drain not properly cleaned

        iii) Waste is collected in open trucks

        iv) There is no dustbin in the area in walking / accessible distance

    c) What problems do you face due to improper disposal of solid waste in your area

        i) Blockage of open drain with waste

        ii) Clogging of sewer line with waste

        iii) Encroachment of roadways by disposal of garbage on read·

        iv) Offensive odor from uncollected waste from drain or dustbin

8) Do you communicate with the women in decision-making level for any kind of help?

        a) Please state the reasons

        b) Whom do you communicate most

        c) What is the level of getting help

            i) Satisfactory

            ii) Not Satisfy

            iii) Not up to the expectation

            iv) Not getting any help

            v) Not comfortable expressing myself

            vi) Other

9) What are the qualities you expect from a decision maker for which you will respect and rely on the person

10) Do you think this women representatives in the decision making level have these qualities

11) Are you called for any discussion regarding development of the physical and socio-economic condition of local women population and the area.

12) What is your opinion about the women in the decision making level

Pictures Showing the Physical and Environmental Condition of the Study Area